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GENERAL PLAN CITY OF BANNING

May, 1986

**CITY OF BANNING,
CALIFORNIA**

**GENERAL PLAN
ENVIRONMENTAL
IMPACT REPORT**

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Recommended by the Planning Commission


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VIII. Notice of Preparation and Responses

General Goals for City of Banning

The following are intended as basic, broadly drawn statements of the foundation upon which the Banning General Plan is based. The basic goals are followed in the various elements of the General Plan by more specific goals, which in turn have their own objectives, policies, and development programs.

- * The best possible living environment for all of its residents.
- * Equal opportunities for residents of all social, ethnic and economic groups to receive education, recreation, housing, health care, and City services.
- * A high quality physical environment.
- * Orderly, efficient, and balanced growth in all sectors.

Introduction

What is a General Plan?

"A Statement"

A general plan is, in its simplest form, a statement by local citizens of what is in the best interests of their community. A general plan is a City's statement of its vision for its own future. This view of the future is a compilation of a system of basic community values, ideals, and aspirations as to how its natural and manmade environments should be organized and managed.

"A Tool"

The general plan functions as a guide to the type of community that is desired for the future, and provides the means by which the community may achieve that desired future. The plan expresses in report and map form the organization of physical, economic, and social activities sought by the community to create and maintain a functional, healthful, and desirable place in which to live. The plan is thus a tool for the management of future growth and change.

A General Plan should, therefore, answer the following three basic questions:

1. What are the current conditions of the community's natural and manmade environments that will affect future growth and change?
2. What are the likely consequences of future growth and change?
3. How does the community wish to grow or change?

To meet the test of adequacy, today's general plan must be a useful guide for local decisionmaking. To provide for logical and orderly development, the general plan needs to address immediate and mid-term development issues concerning public services, the economic vitality of the community, and environmental constraints. Land use determinations

must be made within a comprehensive framework that incorporates all public health, safety, and welfare considerations.

To accomplish these objectives, the general plan should be:

ANTICIPATORY, foreseeing the environment of the future and the desired condition of the community within that environment;

CAUSATIVE rather than wishful, providing a means of making events and community structure happen instead of merely adapting to a future that unfolds from blind forces;

ACTIONABLE and capable of being translated into specific actions and projects in light of a realistic appraisal of current opportunities and constraints;

FLEXIBLE, having the capability of accommodating unique situations;

CONTINUOUS, evaluating results as plans are refined or implemented, and adjusted to change as necessary.

The Banning General Plan Update Program

"Affects of Current Conditions"

The first question to be answered in updating the Banning General Plan program is, "What are the current conditions comprising the community's natural and manmade environments that will affect future growth and change?" The answer to this question is the subject of the Existing Setting Report which was been formulated to describe existing conditions within the study area. Natural resource, public health and safety, aesthetic and cultural, and economic and community development factors which comprise the natural and manmade environments of Banning, and which will affect future growth and change were examined in that report.

"Consequences of Future Growth and Change"

The answer to the second question, what will be the consequences of future growth and change? is the subject of the Issues and Opportunities Report. Building on the Existing Setting Report which provided the necessary factual basis, physical, social, and economic opportunities for growth and change within the study area were examined. In addition the Issues and Opportunities Report evaluates the likely consequences of future growth and change.

"Management Plan"

The examination of issues, opportunities, and consequences of future growth and change sets the stage for decisions as to the manner in which the community wishes to grow and change. The result of these decisions is the subject of the Banning General Plan document which, in addition to identifying the community's goals, objectives, and policies for future growth and change within the planning area, includes the Existing Setting Report, Issues and Opportunities Report, and Environmental Impact Report.

General Plan Goals, Objectives, Policies, and Implementation

Based on these preceding steps, a vision for Banning's future is reflected in the goals, objectives, policies, and implementation programs set forth in the various elements of this General Plan Policy Report. The Banning General Plan's policy statement begins with basic statements about the community's view of its ideal character. With goals stated, objectives are set down which serve as quantifiable milestones on the way to attaining the ideal character stated in the Goals. Policies are then drawn up which serve as principles guiding actions for attaining the goals. Finally, development programs are included to identify specific actions to be taken to implement General Plan policies.

Thus, goals, objectives, policies, and programs can be defined as follows:

Goals are statements of the City's ideal characteristics. Each element of the General Plan contains its own Goals related to its specific area of emphasis.

Objectives serve as milestones to determine success in achieving the City's plans for the future based on the Goals presented in each of the elements of the General Plan. Objectives are used to define the specific characteristics of identified goals, and serve as milestones. Objectives are generally presented as specific, quantifiable statements which can be used to determine achievement of goals.

Policies serve as guidelines the City will follow in attaining the Objectives. Policies serve as principles for taking actions which will lead to completion of the objectives.

Programs are specific actions which will be taken to implement identified General Plan policies. The time frame in which these programs will be undertaken and the parties responsible for completion of these tasks have been identified.

General Plan Document Organization

The Banning General Plan is organized into four elements as follows:

Environmental Resources Element: contains a description of the natural and man-induced environment within the Banning General Plan Study Area. The issues discussed in this element can be identified as those suitable for certain levels of maintenance and protection.

Public Health and Safety Element: contains an evaluation of natural and man-made environmental issue areas which may constitute certain levels of health and safety hazard to the public.

Aesthetic and Cultural Resources Element: evaluates the various community design and cultural amenities and services which are critical to the establishment of a desirable living environment.

Community Development Element: evaluates the population, housing, employment, and land use characteristics of the community, as well as the infrastructural elements needed to support present and future development in the planning area.

Each of these elements begins with a short introduction and a statement of basic goals. Each section within the four elements begins with a description of existing setting, and a discussion of issues and opportunities. At the end of each element are its objectives and policies. Following the four general plan elements is the environmental impact report for the general plan. Finally, this document includes an implementation program, consisting of specific actions to be taken, both short term and long term, to implement the Banning General Plan.

The Community of Banning

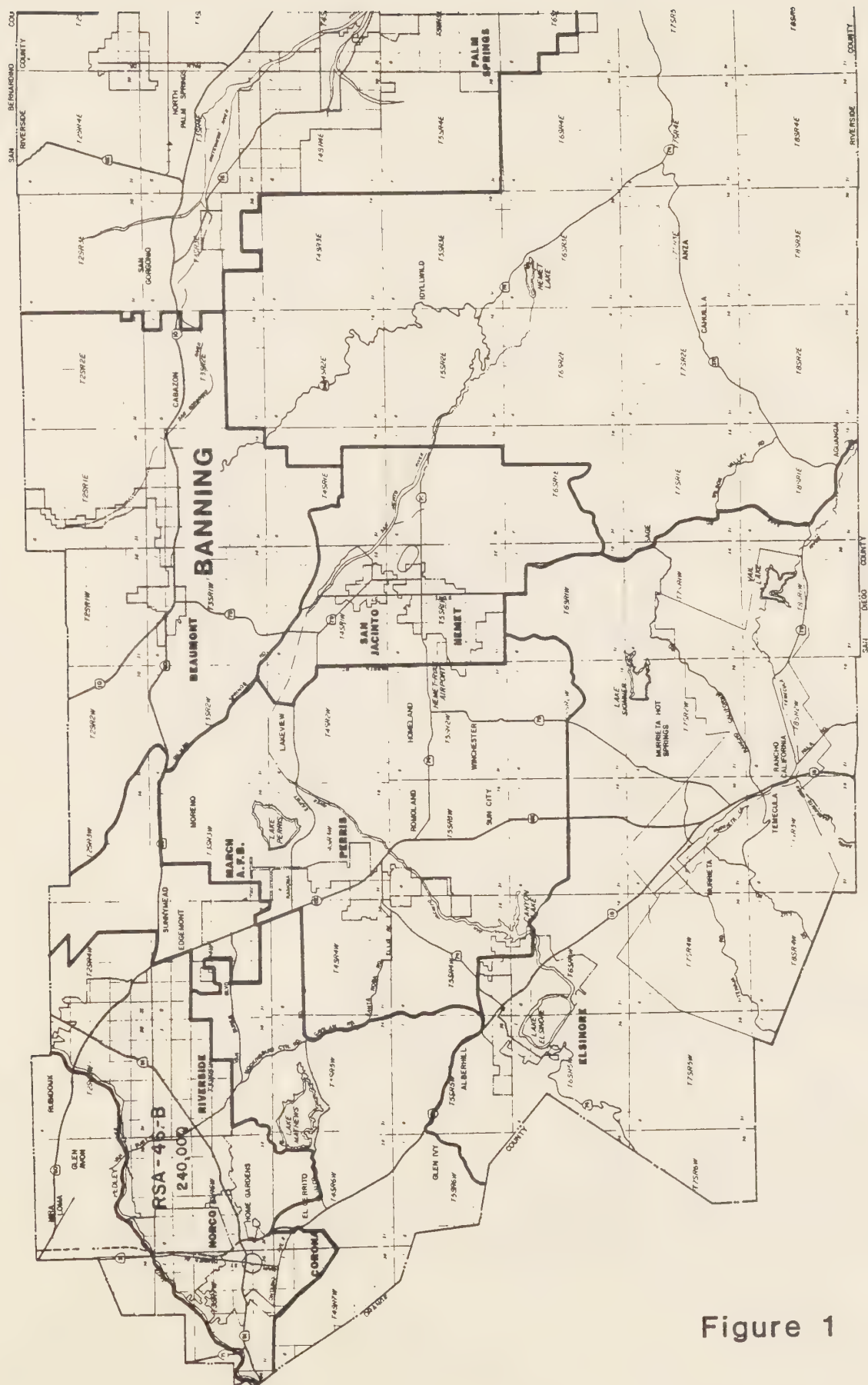
The Banning General Plan study area includes the City of Banning and its surrounding sphere of influence. The study area -- the City and its Sphere of Influence -- covers approximately 29.2 square miles in north central Riverside County. Of the 29.2 square miles, the City Limits contain 18.7 square miles, with the remaining 10.5 square miles in the Sphere of Influence.

The City of Banning is located in the San Geronimo Pass area, approximately 30 miles east of the Cities of Riverside and San Bernardino and 35 miles northwest of Palm Springs (see Figures 1 and 2).

The City and its sphere of influence are bounded on the north by the San Bernardino National Forest and the Morongo Indian Reservation. The San Jacinto Mountains and the Indian Reservation, forms the southerly boundary of the Banning General Plan study area. The westerly boundary of the planning area is the City of Beaumont and its sphere of influence.

"At the Edge of a Metropolitan Area"

The Banning study area is located at the eastern edge of the Los Angeles metropolitan area, at the gateway to desert recreation areas. The planning area sits astride a significant and historical trade and communications route between coastal Southern California and inland desert areas. The City's growth and character have been largely shaped by this route, which now includes Interstate 10; the Southern Pacific Railroad; and numerous, interstate electrical, natural gas, and oil lines.



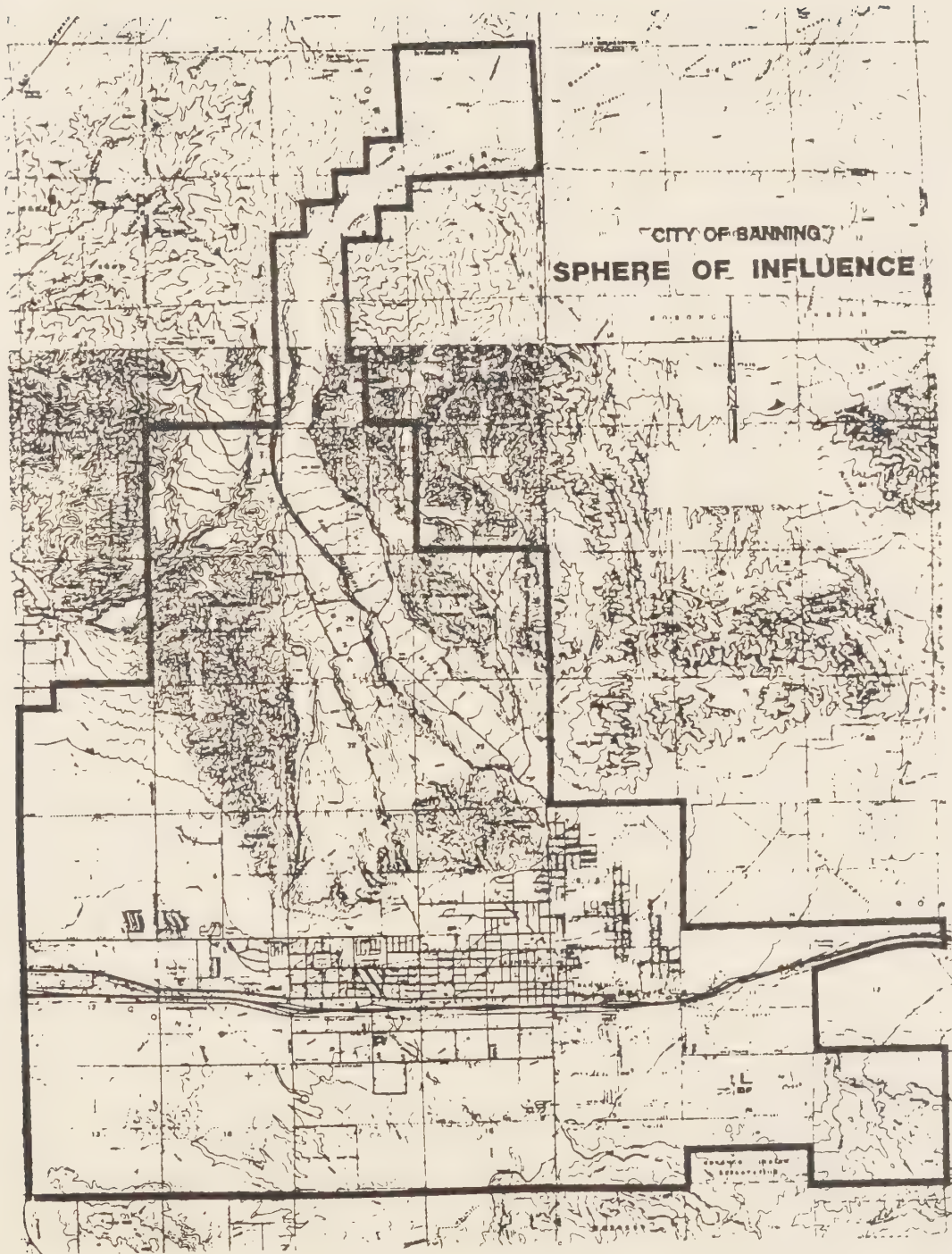


Figure 2

I. Environmental Resources Element

A. INTRODUCTION

*"Maintenance
and
Protection"*

The Environmental Resources Element contains a description of the natural and man-induced environment within the City of Banning planning area, including its Sphere of Influence. The issues discussed in this element can be identified as those suitable for certain levels of maintenance and protection. In the context of the overall General Plan, this element establishes a large percentage of the City's environmental baseline information. Major sections within the Environmental Resources Element are:

- * Land Resources
- * Air Resources
- * Water Resources
- * Biological Resources

B. ENVIRONMENTAL RESOURCE GOALS

*"Healthful
Atmosphere"*

- * The wise use of natural resources within the City of Banning and its Sphere of Influence.
- * Retention of an open space system which will permit production of food and fiber, conserve natural resources, preserve scenic beauty, promote a healthful atmosphere, provide space for outdoor recreation, and protect the public safety.



C. LAND RESOURCES

Land resources represent the basic environmental resources encompassed within the Banning Study area. The most prominent characteristics affecting the City of Banning are the general landform, (basic structure of the land), the soils of the area (and their associated constraints to land development and use), the availability of open space lands, including agricultural lands, and finally, underlying mineral resources.

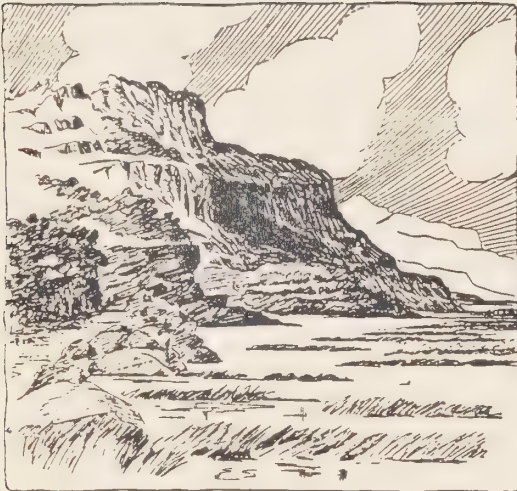
1. Landforms

a. Existing Setting

(1) **Regional Setting.** Landforms in the San Gorgonio Pass region are quite extreme, and have historically dictated transportation routes, locations for community development, climatic variables, and accumulation of natural resources. The San Gorgonio Pass, within which the Banning study area is located, is a down-faulted pass between the San Jacinto Mountains to the south and the San Bernardino Mountains to the north.

The pass itself is a unique geologic feature, in that it divides two of the most rugged mountain ranges in the state -- the San Bernardino Mountains to the north and the San Jacinto Mountains to the south -- and two major geomorphic provinces -- the Peninsular Range Province and the Transverse Range Province.

An illustration of the Pass' relationship to the mountain ranges it divides can be seen in the relative elevations of the major peaks near the Pass and the Pass itself. Mt. San Gorgonio, which is located in the San Bernardino Range, rises to a height of 11,485 feet, an elevation almost matched by Mt. San Jacinto, which reaches an elevation of 10,831 feet in the San Jacinto Range. The elevation of the Pass area itself is between 2,200 and 2,600 feet.



"A Series of Alluvial Fans"

The geomorphic provinces divided by the Pass extend far to the north and south. The Peninsular Range Province extends southward into Baja California, while the Transverse Range Province extends northward to include the San Bernardino and San Gabriel Mountains.

The floor of the Pass slopes gently eastward at an average of only 1.5 percent from a summit of 2,600 feet above sea level at Beaumont. The northern limits of the Pass' six-mile-wide floor are about 400 feet higher than the southern limits. Thus, the Pass slopes more to the south than to the east. From Beaumont to Banning, the Pass floor has the aspect of a highly weathered terrace. From Banning east, the floor takes on the characteristics of a series of alluvial fans.

The summit of the Pass is a significant drainage divide between three major watersheds: Santa Ana River, San Jacinto River, and Salton Sea. In the area northeast of Beaumont, water flows through the San Timoteo Canyon to the Santa Ana River. A small area southwest of Beaumont flows into Portrero Creek, which drains into the San Jacinto River, and eventually into Lake Elsinore. The area to the west of the summit drains through the Banning study area, and ultimately into the Salton Sea.

The San Jacinto Mountains are located to the south of Banning, rising to an elevation of 10,831 feet. The gradient from the floor to the summit of Mount San Jacinto, visible throughout the planning area, forms one of the steepest three miles in the United States. To the north, the San Bernardino Mountains rise to an elevation of over 10,000 feet.

(2) **Local Setting.** The primary local landforms are the floor of the San Gorgonio Pass, the Banning Canyon, and the Banning Bench. The majority of the planning area lies on the floor of the San Gorgonio Pass, which was discussed in the previous description of the area's regional setting. The lowlands in the Banning study area are characterized by gentle slopes of less than ten percent.

The Banning Bench is a plateau-like feature in the north central portion of the planning area. The Bench stands high above the valley floor to the south, and consists of gently sloping terrain defined by steep slopes to the west and south, and by the Banning Canyon to the east. Elevations on the Bench range from 3,000 to 4,000 feet above sea level, approximately 200 to 400 above adjacent lands to the west, south, and east.

The eastern edge of the Banning Bench is bounded by the Banning Canyon through which the San Gorgonio River flows. The canyon varies in elevation from 2,200 feet above sea level at its southeastern terminus to approximately 4,000 feet above sea level at the northern boundary of the planning area.

(3) Topography. Topographic variation serves as a physical, and therefore, economic barrier to development of certain types of land uses. The topography of the Banning study area includes the relatively flat lands on the floor of the Pass, on the Banning Bench, and the Banning Canyon bottom lands. These flat areas are well defined by the slopes of the San Bernardino Mountains, the slopes forming the Bench area, and the San Jacinto Mountains.

The percentage of slope over a given distance is one measure of slope severity. For, example, a change in elevation of ten feet over a horizontal distance of one hundred feet is classified as a ten percent slope. Slope classifications are necessarily general; however, there are some basic criteria, such as slope of less than two percent providing poor drainage and slopes over 25 percent being unsuited for urban development, which are commonly accepted.

In Figure 3, slopes in the Banning study area have been classified according to the extent to which they restrict potential uses: flat to moderate slopes capable of intensive activity; the gradual grades capable of permitting movement and informal

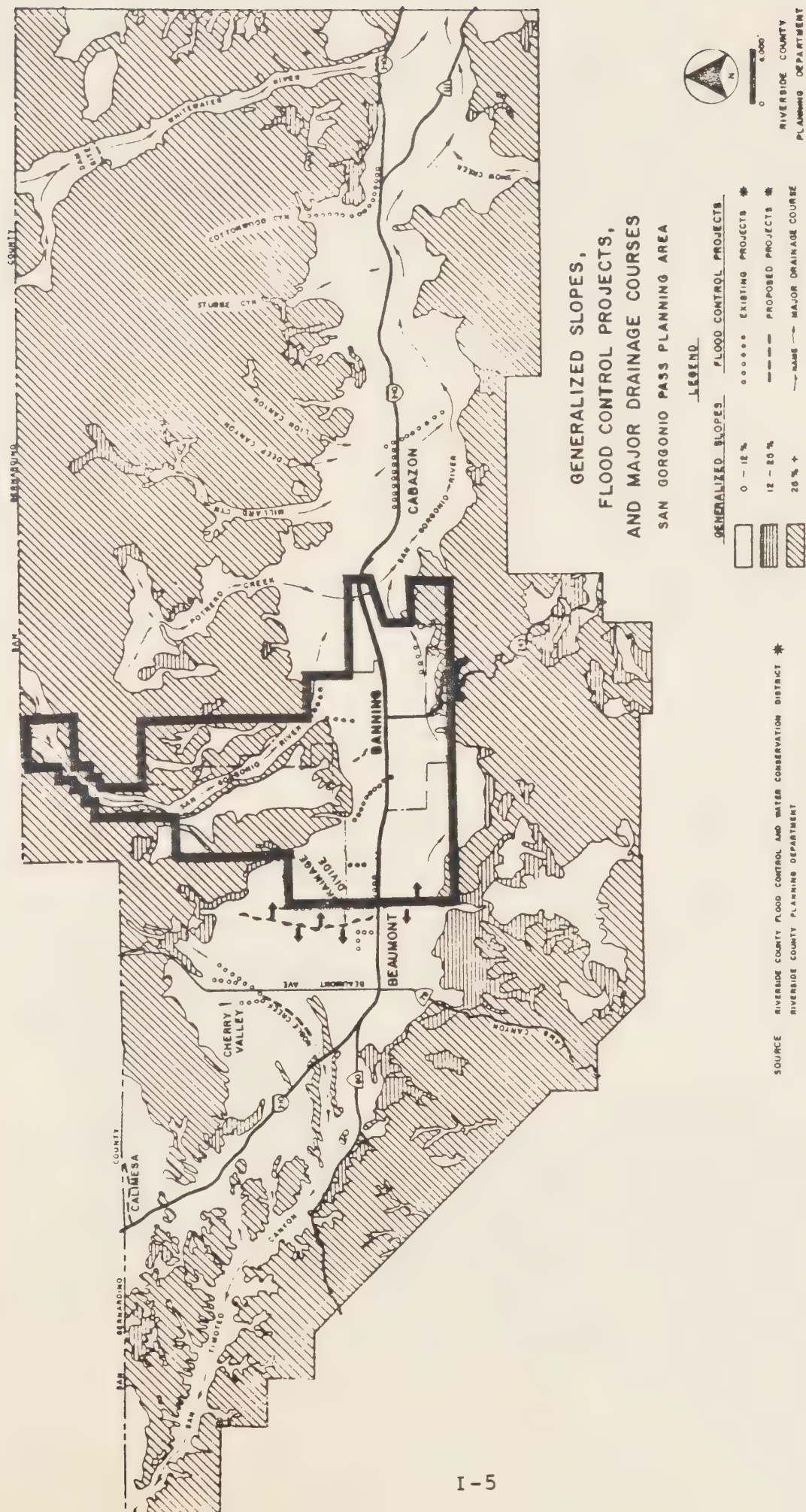


Figure 3

activity; and the steep lands, difficult to use or move upon.

b. Issues and Opportunities

(1) Significant Landforms.

The unique landforms which comprise the physical setting of the Banning study area are indirectly related to many of the issues and opportunities discussed throughout the General Plan, and will be discussed in greater detail in other portions of this document. Generally, the primary issues and opportunities related to area land-forms include:

"Scenic Vistas"

- * the existence and potential preservation or development of steep slopes and lands affecting scenic vistas; and

"Transportation and Communications Corridor"

- * the creation of a major transportation and communications corridor through the San Geronio Pass and the planning area's ability to maximize economic opportunities related to the heavy use of this corridor, while minimizing the negative, primarily visual impacts of the corridor.

(2) Topography.

In addition to significant landforms, local topography within individual building sites also affects the type and character of development which is possible. While the steepness of slopes contributes to the overall capability or inability of various lands to support certain activities, it is usually not a sole determinant of land suitability. To some extent, topographic variations provide an opportunity to the experienced and innovative site designer by creating potential for view lots and added privacy for individual homes.

"Tailor Land Uses to Topographic Features"

Land uses should as much as possible be tailored to the specific topographic features of a given area. Development costs are considerably less in flat areas as opposed to more rugged terrain. The cost of extensive land alteration and trenching greatly increases the initial cost of providing public utilities and access. Thus, development can be expected to occur more rapidly in flat areas, due to the

lower costs as compared to areas with extreme topography.

In general, portions of the planning area containing steep slopes are well defined, rising swiftly from relative flat lands. Lands within the planning area are typically either generally flat, presenting few to only moderate limitations for various types of development, or are so steep as to not be feasible for for any but extremely limited recreational development.

The Banning Bench is a generally flat area which is defined by very steep slopes. Although the Bench itself is suitable for even intense urban development in terms of slope limitations, the topography forming the Bench is such that provision of adequate access and utilities to support urban development will be difficult and expensive to construct, potentially limiting development in this area.

2. Soils

a. Existing Setting

The United States Soils Conservation Service (SCS) have mapped soils types within western Riverside County to identify the soils types which are found in the area, their location and their potential uses. The general classification is called a soil association. An association is a landscape that has a distinctive proportional pattern of specific soil types. It normally consists of one or more major soils and at least one minor soil, and is named after the major soils.

Identification of soil associations is helpful to get a general idea of the soils in an area, and to identify large areas of land suitable for a particular purpose. It is also a useful general guide in managing a watershed or wildlife area, or in planning engineering works, recreational facilities, and community developments.

Three soil associations are found within the Banning Sphere of Influence. They are distributed in east-west trending



bands, essentially representing upland areas, the Pass floor, and the lower slopes of the San Jacinto Mountains. These soils associations are the Tollhouse - Sheephead - Crafton association, Hanford - Tujunga - Greenfield association, and Cienaba - Rock Land - Fallbrook association, respectively.

Tollhouse - Sheephead - Crafton association soils occupy granitic uplands. They are found in the upland areas of the northern portion of the planning area with the exception of the Banning Bench where Hanford - Tujunga - Greenfield soils are found. They are excessively drained to well drained, and are found on slopes in excess of five percent. The gently rolling hills are mostly free of rock outcrops, but the hilly to steep areas are rocky. The soils of this association are commonly used for range land. Improved pasture plants are grown where the soils are not rocky, or in rolling hill to hilly areas.

Hanford - Tujunga - Greenfield association soils are found on alluvial fans and flood plain areas. Within the Banning study area, this association comprises the soils of the Valley floor. They are excessively well drained to well drained. These soils are formed in granitic alluvium washed from the uplands. The soils of this association are typically used for dry farming grains and for pasture. They are also used for irrigated grains and tree crops.

Cienaba - Rock Land - Fallbrook association soils are found on uplands, mainly on granitic rock islands in the valleys and slopes of the San Jacinto Mountains. They are found in the southeastern corner of the planning area. The soils of this association are used chiefly for pasture and dry land grains.

b. Issues and Opportunities

In general, soils within the Banning study area present few significant limitations on development. Localized conditions such as shallow depth to bedrock and poor compaction occur; however, these are not insurmountable constraints to development. Soils with shallow depth to bedrock

"Few Limitations"

generally occur on the steeper slopes of the study area, and are generally not suitable for that reason. Development in localized areas of poor soil compaction can occur with proper soil engineering. Although special soil engineering will add to development costs, conditions in the Banning study area are not such that soil engineering costs will inhibit land development.

As development within the Banning area proceeds, natural soils will be exposed during grading operations. During this time, erosion can occur. The extent of erosion which could occur depends on the particular soil, the extent of area being exposed, slopes, and the time of year grading operations occur.

3. Open Space Lands

a. Existing Setting

Perhaps the most potentially valuable resource in the San Geronio Pass and the Banning Sphere of Influence is the area's abundant open space. In an era of increasing urbanization, the importance of undeveloped lands and natural areas is magnified. The outstanding characteristic of open space in the Pass area and within the Banning Sphere of Influence is its diversity. Mountainous regions to the north and south boast both summer and winter recreational opportunities. Of additional importance -- especially in regard to the future of the area -- is the proximity of this vast open space to the major metropolitan areas of Southern California.



"Preservation of Natural Resources"

Four basic types of open space land exist within the Banning study area: lands for preservation of natural resources; lands for the managed production of resources; outdoor recreation areas; and public health and safety lands. Open space lands for the preservation of natural resources are those lands which possess significant values in their natural state. These areas contain significant natural

vegetative resources, supporting various wildlife habitats; significant landforms which provide aesthetic beauty and define urban space; and areas critical to the natural recharge of groundwater tables. Examples of such lands within the planning area include the San Bernardino National Forest; the woodland areas in the northern portion of the planning area; the slopes of the San Bernardino Mountains, Banning Bench, and San Jacinto Mountains; and the Banning Canyon.

"Managed Production of Resources"

The second type of open space are lands which are managed for the production of resources. The two primary examples of these lands within the Banning study area are agricultural areas and mineral resource lands.

"Outdoor Recreation"

Outdoor recreation lands include both developed urban parks, as well as natural open areas. Within the planning area are located several developed active and passive recreational areas. The San Bernardino National Forest and nearby County regional parks provide natural areas for additional recreational opportunities.

"Public Health and Safety"

The final type of open space lands are those which are necessary for the protection of the public health and safety. Within the planning area; these include canyon and other floodplain areas; fault zones; and the steep slopes of the San Bernardino Mountains, Banning Bench, Banning Canyon, and San Jacinto Mountains. In addition, areas adjacent to high, sheer canyon walls are considered to be open space for the public health and safety due to the potential for slope failure.

b. Issues and Opportunities

Open space lands for the preservation of natural resources within the planning area are generally not subject to significant development pressures. Those lands which possess significant values in their natural state are generally sufficiently remote or subject to hazards so as to minimize their value for development. It can therefore be concluded that future develop-

ment will not likely impact these open space resources.

The second type of open space, lands which are managed for the production of resources, will experience significant development pressure in the near to mid term future. As will be discussed in the section on agricultural land uses, the economics of agricultural lands within the Banning study area are such that continued agricultural production for most existing lands is doubtful. In addition, much of the planning area's agricultural lands are located on flat lands with good visibility from Interstate 10, and are therefore highly desirable for development.

The other type of open space for the managed production of resources -- mineral lands -- covers most of the eastern half of the study area, and therefore will be subject to varying degrees of development pressure. This will be discussed in the Mineral Resource section of this document. In comparison to the preservation of agricultural lands which is to a large degree an issue of the economic feasibility of farming in the study area, conservation of mineral resource lands for future extraction is primarily an issue of land use compatibility and the environmental impacts of mineral extraction activities.

"Expand Recreation Opportunities"

Outdoor recreation lands, the third type of open space lands are well defined, and are currently in public ownership. Potential loss of this open space resource will not be a significant issue for future development. The need for expanding recreational opportunities to support future growth is discussed in the Parks and Recreation section of this document.

The final type of open space lands, those which are necessary for the protection of the public health and safety, are also well defined. It is expected that future development demands will be placed on lands currently subject to flood hazards; however, as discussed in the flood hazards section, adequate mitigation can be provided to provide acceptable safety margins.

All lands within the study area are subject to significant groundshaking hazards. However, active and potentially fault lines have been defined through the Alquist-Priolo Special Studies Zone Act, and with the exception of a small portion of the extreme northern portion of Banning Canyon, no lands required for the protection of public health and safety related to seismic hazards are present within the planning area. Adequate mitigation for seismic hazards has been well defined through the Uniform Building Code, and is currently being required by the City of Banning.

(1) Commitment of Open Space Lands to Development. Within the planning area, large areas of existing open space have been committed to urban development. The three major proposed developments include the Presley Property, Deutsch Property, and Redevelopment Area 2. Presley's Banning property is located in the southwest corner of the planning area, and involves the construction of over 4,000 dwelling units on 963.9 acres. The Deutsch property is located in the northwestern portion of the planning adjacent to the Banning Bench. The 1,404 acre development is proposed for approximately 3,850 residential units.

The third major land use proposal is Redevelopment Area 2, located south of Interstate 10 in the central portion of the City. Previously, this area was proposed for development of 1,251 dwellings as part of the Vista Idyllwild planned community. The project was never approved; however, the redevelopment plan for Area 2 calls for development for over 650 residential units.

4. Agricultural Resources

a. Existing Setting

(1) Land Capability Classification. The United States Soil Conservation Service (SCS) has developed a land classification system to identify the agricultural potential of soils. In this classification, arable soils are grouped according to their potentialities and limitation for sustained production of commonly cultivated crops. Non-arable soils

are grouped according to their potentials and limitations for the production of permanent vegetation, and according to the risk of soil damage.

There are eight basic land (soil) capability classes as follows:

- I. These soils have few or no limitations or hazards for agricultural production. They may be used safely for cultivated crops, pasture, range, woodland, or wildlife.
- II. Class II soils have few limitations or hazards. Simple conservation practices are needed when cultivated. These soils are suited to cultivated crops, pasture, range, woodland, or wildlife.
- III. These soils have more limitations and hazards than those in Class II, and require more difficult or complex conservation practices when cultivated. They are suited to cultivated crops, pasture, range, woodland, or wildlife.
- IV. Class IV soils have greater limitations and hazards than Class III. Still more difficult or complex measures are needed when cultivated. These soils are suited to cultivated crops, pasture, range, woodland, or wildlife.
- V. These soils have little or no erosion hazard, but have other limitations that prevent normal tillage for cultivated crops. They are suited to pasture, range, woodland, or wildlife.
- VI. Class VI soils have severe limitation or hazards that make them generally unsuited for cultivation. They are best utilized for pasture, range, woodland, or wildlife.

VII. These soils have very severe limitations or hazards that make them generally unsuited for cultivation. They are suited to grazing, woodland, or wildlife.

VIII. Class VIII soils and landforms have limitation and hazards that prevent their use for cultivated crops, pasture, range, or woodland. They may be used, however, for recreation, wildlife, or water supply.

Generally speaking, Class I through IV soils are suitable for cultivation, while the remaining four classes are more practically used for other uses. Within the planning area are found four of the soil classes (II, III, IV, and VII). Class I, II, and III soils are generally considered to be "prime" agricultural soils.

As shown in Figure 4, the only prime agricultural soils (Class II and III) are found on the upland benches above the primary urban area, and along the Pass floor south of Interstate 10 and in the western portion of the planning area. The majority of the urban area contains Class III and IV soils.



(2) Agricultural Lands. The primary agricultural activities within the Banning Sphere of Influence are grazing and the cultivation of small grains. Grazing uses within the planning area are primarily for cattle, with a few feed lot operations and a few horse ranches. According to the Riverside County Agricultural Commissioner's office, these grazing lands are rotated in and out of small grain production from year to year, and average about 600 to 800 acres in grain in any given year. The Agricultural Commissioner estimates the total acreage of grazing and small grain lands within the Sphere of Influence to be approximately 5,000 acres. Grazing and small grain lands are primarily located south of Interstate 10, the flat land area north of Interstate 10, west of the Banning Bench, and on the Banning Bench.

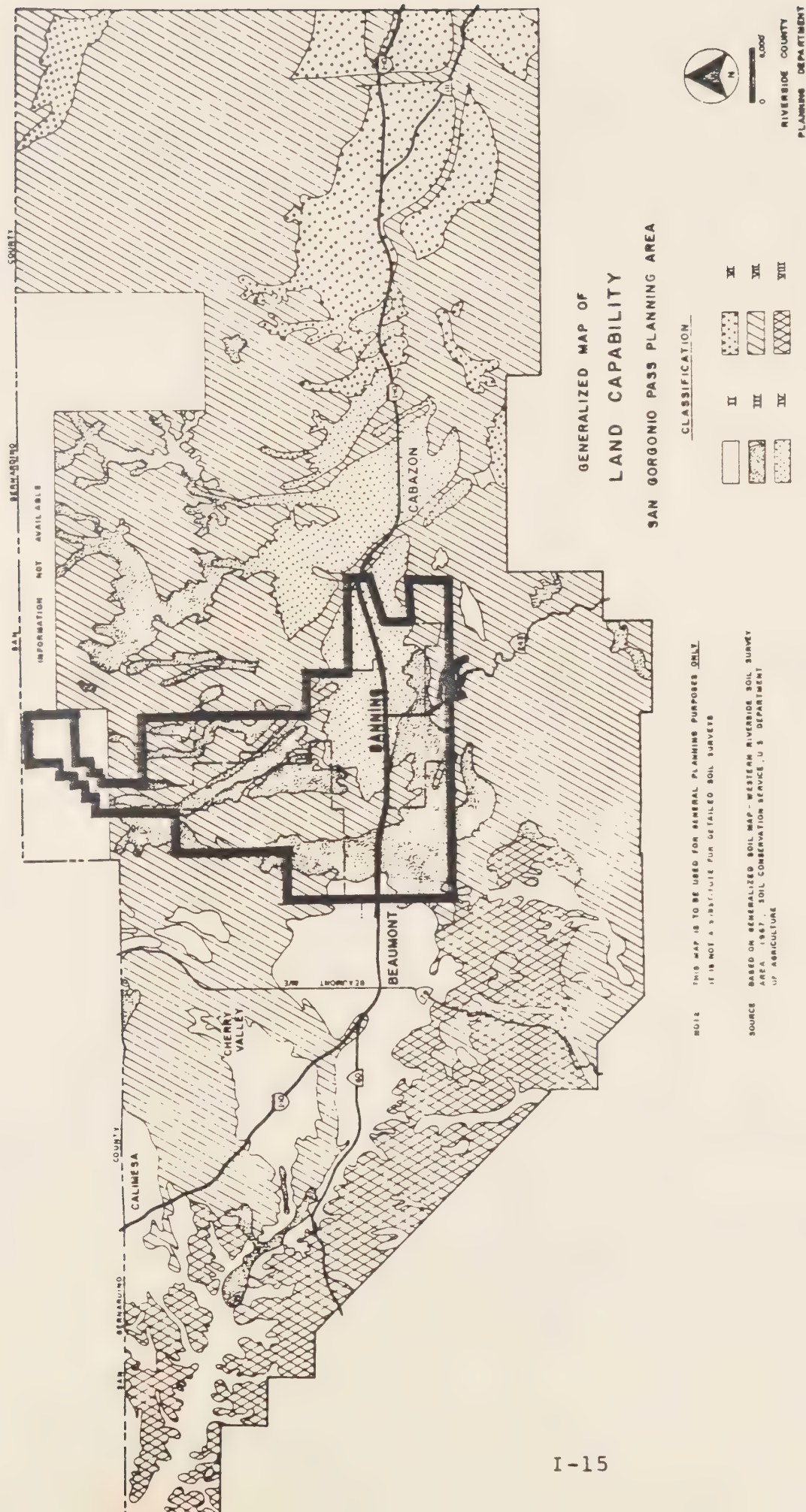


Figure 4

The Environmental Impact Report for the North Sphere General Plan identifies approximately 260 acres of orchards on the Banning Bench. These orchards were producing apples (26 acres), peaches (180 acres), and nectarines (51 acres). The total 1980 value of these crops was \$229,850.

(3) Agricultural Preserves.

To provide an economic incentive to preserve agricultural lands, the State of California passed the Williamson Act in 1965. Under this act, agricultural lands can be taxed at their agricultural value rather than their value for other higher valued uses. In Figure 4 exchange, the landowner enters into a contract with the local agency to retain his land in agricultural use for at least 10 years. The ten year contract is renewed annually for one year at the end of the term; therefore, once a "Notice of Non-renewal" is filed, it is ten years until the contract expires.

"Agricultural Preserves"

Three agricultural preserves have been established within the Banning study area. These are known as San Gorgonio Agricultural Preserves Nos. 1, 3, and 8. Each of these preserves were established in unincorporated areas, although a portions of Preserve No. 1 has subsequently been annexed to the City of Banning.

Preserve No. 8 encompasses 103.44 acres of unincorporated territory located on the Banning Bench. Preserve No. 1 is located on 1,971.9 acres in the southwestern portion of the planning area east of Sunset Avenue and south of Westward Avenue. Preserve No. 3 is located along the westerly edge of the planning area, and encompasses 2,540.29 acres within the study area. This preserve also includes approximately 2,500 acres within Beaumont's sphere of Influence. According to the North Sphere General Plan EIR, a Notice of Nonrenewal was filed for Preserve No. 3 in 1981. Originally located in unincorporated territory, the portion of this preserve within the Banning study area has been annexed to the City, and is known as the Deutsch Property.

b. Issues and Opportunities

"Significant Positive Factors"

There are several significant positive factors encouraging long term agricultural use within the planning area. These factors include the existence of prime agricultural soils on the upland benches above the primary urban area, and along the Pass floor south of Interstate 10 and in the western portion of the planning area, highly efficient farming operations, and close proximity to transportation facilities and markets, agricultural operations within the planning area.

"Operational Disadvantages"

Despite these positive factors, there are a number of operational disadvantages which make farming within the planning area a doubtful long term business enterprise. The first type of disadvantage relates to the types of soils existing within the planning area. For the most part, prime agricultural soils are limited, and do not consist of Class I soils.

Agricultural operations existing within the planning area, particularly in areas off the Banning Bench, are devoted to dry farmed grains. These crops have low cash values, and require extensive land areas to economically support a viable farm. Because of their proximity to an expanding population center, dry farms cannot economically compete for land, and are generally better suited economically to areas more distant from population centers or as a holding operation until a higher valued land use can be established.

The third type of disadvantage which planning area agricultural operations have relates to the interface with urban areas. Where agricultural and urban uses are in close proximity, crop theft, vandalism of farm equipment and planted crops, and limitations on the applications of fertilizers and pesticides generally result.

In recognition of the above positive and negative factors, it can be concluded that the only agricultural lands which might reasonably be preserved in agricultural operation are the lands of the Banning

Bench. However, the Environmental Impact Report for the North Sphere General Plan Amendment concluded that long term agricultural use of the Banning Bench would not be viable long term land use even on the Banning Bench, except as part of an overall rural residential area.

To date, significant agricultural areas have been committed to urban development or are in the process of being planned for urban or rural residential development. These include the Presley Property, Deutsch Property, and Redevelopment Area 2. In addition, the North Sphere General Plan Amendment, previously adopted by the City of Banning, commits the Banning Bench to rural residential uses.

5. Mineral Resources

a. Existing Setting

In 1975, the California State Legislature enacted the Surface Mining and Reclamation Act (SMARA). Among other requirements, the Act requires the State Geologist to classify mineral areas in the state and requires the State Mining and Geology Board to designate mineral deposits which are of regional or statewide significance. The classification process can be briefly summarized in the following steps:

(1) **Determination of Production-Consumption (P-C) Region Boundaries.** In this step, active aggregate operations are identified (Production), and the market area they serve is determined (Consumption). This area is then modified to include only areas which are urbanized or urbanizing as determined by the State Office of Planning and Research. The Banning Sphere of Influence is within the San Bernardino P-C Region, which covers an area from Fontana on the west to Cabazon on the east, and from Devore on the north to Lake Elsinore and Hemet on the south.

(2) **Establishment of Mineral Resource Zones.** "Mineral Resource Zones" (MRZ) are classified by the Division of Mines and Geology on the basis of an aggregate appraisal which includes an



"Mineral Resource Zones"

analysis of geologic reports and maps; field investigations; an examination of active sand and gravel mining operations; analyses of drill-hole data; interpretation of aerial photography; and evaluation of data supplied by private mining operations. Four classifications are utilized, as follows:

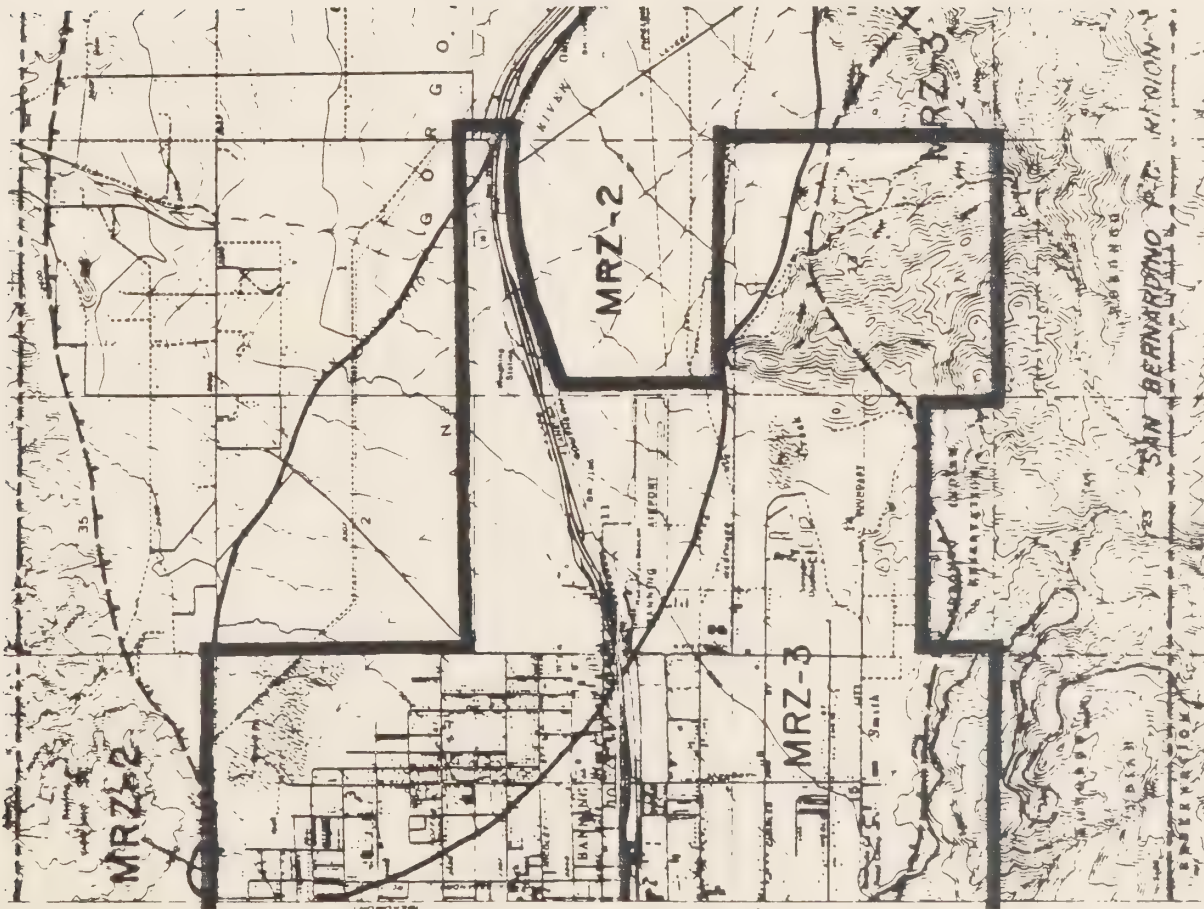
Areas classified as **MRZ-1** are those for which adequate information exists to indicate that no significant mineral deposits are present or where it is judged that little likelihood exists for their presence. No areas within the Banning General Plan area are designated MRZ-1.

Areas classified as **MRZ-2** are those where adequate information exists to indicate that significant mineral deposits are present or where it is judged that it is likely that their presence exists.

MRZ-3 zones are applied to areas containing mineral resources the significance of which cannot be determined from available data. All areas not otherwise classified are considered to be classified.

MRZ-4, areas where available information is inadequate for assigning an area to any other MRZ zone.

In accordance with the Surface Mining and Reclamation Act, the California Division of Mines and Geology has classified lands within the Banning Sphere of Influence as to the presence or absence of significant sand and gravel resources. As shown in Figure 5, the State Geologist has classified approximately 6.5 square miles of land along the alluvial fan of the San Geronio River as MRZ-2. This area primarily encompasses the flood plain of the San Geronio River from the mouth of Banning Canyon southeast to the community of Cabazon. As identified in Figure 5, much of the eastern half of the City and its sphere of influence are classified MRZ-2. The balance of the planning area is classified MRZ-3.



TOPOGRAPHIC BASE MAP BY U.S. GEOLOGICAL SURVEY
Reduced from 1:24,000

EXPLANATION

Drill hole

OUTER BOUNDARY OF AREAS SUBJECT TO URBANIZATION
Boundaries established from data supplied by the Office of Planning and Research with modifications developed from information supplied by local government and other sources. Features lie within area undergoing urbanization.

PRODUCTION-CONSUMPTION REGION BOUNDARY
(see text for discussion)

MINERAL RESOURCE ZONE BOUNDARIES

MRZ-1 Areas where adequate information indicates that no significant mineral deposits are present, or where it is indicated that the likelihood exists for their presence.

MRZ-2 Areas where adequate information indicates that significant mineral deposits are present, or where it is judged that a high likelihood for their presence exists.

MRZ-3 Areas containing mineral deposits the significance of which cannot be evaluated from available data.

MRZ-4 Areas where available information is inadequate for assignment to any other MRZ zone.

See text for additional explanation of MRZ Symbols.

See text for additional explanation of MRZ Symbols.

MINERAL LAND CLASSIFICATION MAP

AGGREGATE RESOURCES ONLY

San Bernardino P-C Region

PREPARED IN COMPLIANCE WITH THE SURFACE MINING AND RECLAMATION ACT OF 1975, ARTICLE 4, SECTION 2761

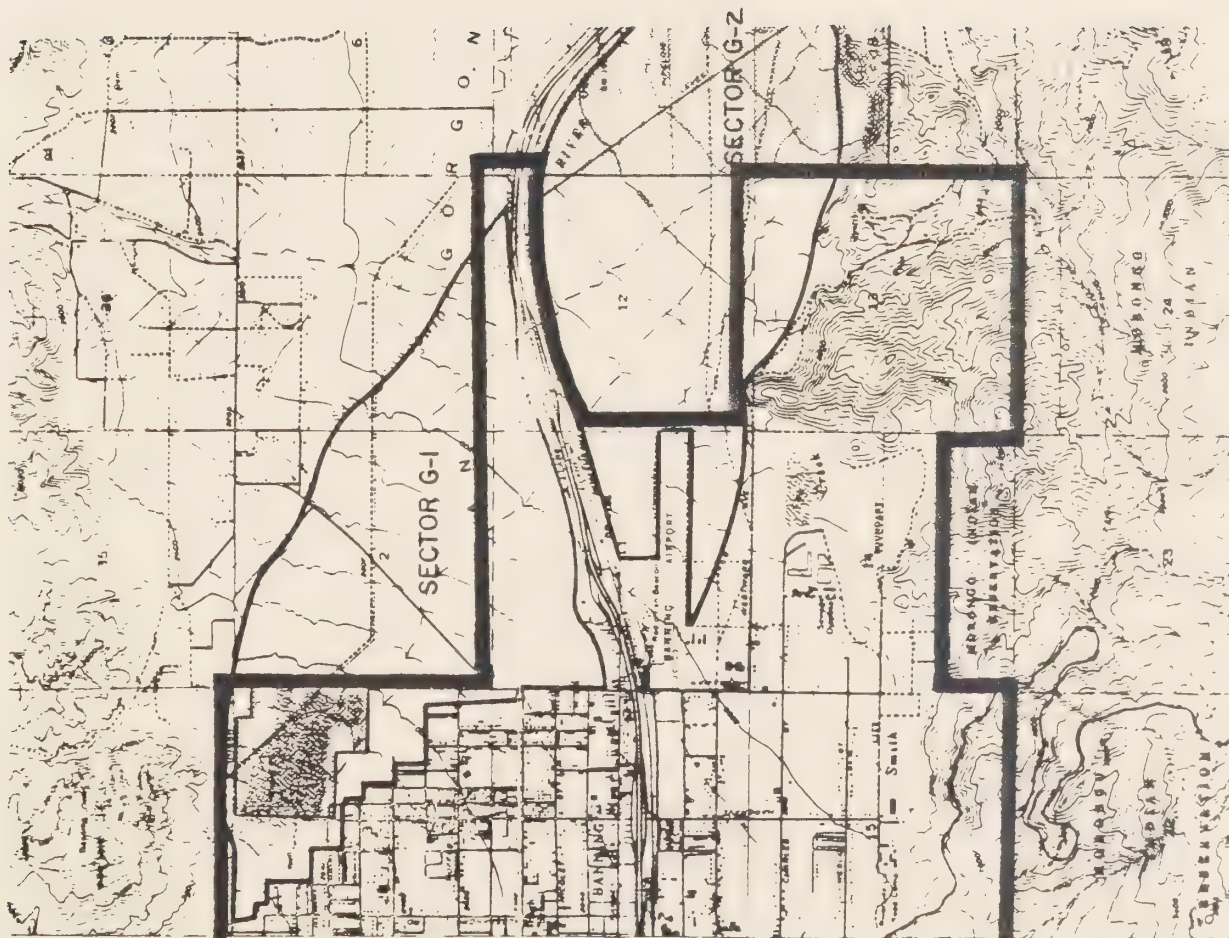
Figure 5

(3) Determination of Resource Sectors. Only those portions of land classified MRZ-2 that have land uses considered by the State Geologist to be compatible with mining are considered to be available as future aggregate resources for the P-C region. Following intensive field checking, the State Geologist identifies individual Resource Sectors. The San Bernardino P-C region has been divided into nine sectors. Sector G covers the San Gorgonio River Deposit, and is shown in Figure 6.

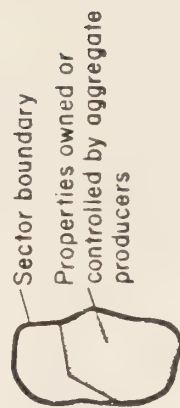
(4) Calculation of Resource Volumes Within Sectors. In this step, a detailed analysis of site-specific conditions was utilized to calculate the total volume of aggregates within each of the resource sectors. Examinations conducted by the State Geologist indicate the thickness of suitable material along the San Gorgonio River to be approximately 100 feet. Based on existing operating data from the two mining operators, the State Geologist concluded that "well over 800 million tons" of resources lie within this area. Within the San Bernardino P-C Region are an estimated 10.45 billion tons of available aggregate resources, only 430 million tons of which are within area for which mining permits currently exist.

(5) Forecasting. In this step, anticipated aggregate demand in the P-C region for the next 50 years is estimated. Results of this analysis are then compared to the total volume of aggregate reserves identified within the P-C region. Based on this analysis, the State Geologist concluded that unless additional resources beyond those for which permits currently valid are brought into operation, a shortage of available aggregate resources will exist in about 40 years. Although other areas could supply needs through the 50 year planning period, a potential regional shortage was identified.

At present, two aggregate producers mine sand and gravel from the San Gorgonio River. Matich Sand and Gravel operates a pit near the mouth of Banning Canyon, west of Hargrave within the City limits.



EXPLANATION



Aggregate Resource Sectors San Bernardino P-C Region

By
Russell V. Miller
1983

PREPARED IN COMPLIANCE WITH THE SURFACE MINING
AND RECLAMATION ACT OF 1975, ARTICLE 4, SECTION 2761

Figure 6

Beaumont Concrete operates another sand and gravel operation east of the City's sphere of influence.

The existing Matich Sand and Gravel quarry operation located within the City presently employs approximately 50 persons, including those employed in the actual mining of aggregate resources and those in related occupations at the quarry site, such as asphalt and concrete manufacture and the sale of aggregate supplies. The quarry operation is also used to supply aggregate to a separate concrete manufacturing facility in Palm Desert which is owned by the Banning operation.

As discussed in the California Division of Mines and Geology Special Report 143, (1979), aggregated (including sand, gravel, and crushed rock) "provide bulk and strength to Portland cement concrete, asphaltic concrete, and plaster or stucco." Aggregates are also used in the construction of roadways as road base, subbase, and fill. Approximately 80 to 100 percent of the volume of the above uses consists of aggregates, an indication of the importance of these resources to the construction industry.

***"Maintain
Nearby Supplies"***

As discussed in Special Report 143, the most significant factor in the pricing of aggregate products is the cost of hauling the product from the supplier to the point of use. Thus, to maintain economical levels of pricing and ensure adequate supply of affordable aggregate supplies, it is important to maintain nearby supplies. Thus, the local resource is significant in relation to the need in the City for aggregate.

It is not the purpose of this General Plan to address regional issues; thus, no discussion of the County-wide significance of the mineral extraction industry was included. As noted in the General Plan, the majority of the mineral deposits in the vicinity of the study area are located outside of the City in the Morongo Indian Reservation and the City of Cabazon, and are thus not within the scope of this General Plan. As also noted in the text,

the resources located within the City comprise a very small proportion -- approximately 0.96 percent -- of the total resources proposed for designation by the state within the San Bernardino Production-Consumption Region as MRZ-2. The existing quarry location, in turn, comprises only a small fraction of the identified resource area within the City.

b. Issues and Opportunities

(1) **Relevance of the Classification - Designation Process.** Once the classification - designation process previously described has been completed by the State, SMARA requires local agencies to establish mineral resource policies in their general plans that:

- * Recognize the mineral information provided by the classification process;
- * Assist in the management of land use that affects areas of statewide and regional significance; and
- * Emphasize the conservation and development of the identified mineral deposits.

***"Conserve
Mineral Deposits"***

SMARA requires that agencies develop and incorporate mineral resource policies into their general plans within one year of completion of the classification - designation process. As part of the Surface Mining and Reclamation Act, the State Mining and Geology Board adopted special guidelines for managing mineral resources in 1979. The goals for these guidelines are as follows:

- (a) Mineral lands classified MRZ-2 (see below) or designated as areas of statewide or regional significance should be protected from incompatible land uses or uses which would preclude later extraction so that the minerals are available when needed.
- (b) Surface mining within these classifications and designated areas should be controlled to assure that:

"Reclaim to Usable Condition"

- (1) Adverse environmental effects are prevented or minimized and that mined lands are reclaimed to a usable condition which is readily adaptable for alternate land uses.
- (2) The production and conservation of minerals are encouraged, while giving consideration to values relating to recreation, watershed, wildlife, range, and forage, aesthetic enjoyment, and other environmental factors.
- (3) Residual hazards to the public health and safety are eliminated.

Each agency's mineral resource policies are to be submitted to the State Mining and Geology Board for review and comment prior to adoption. The general plan's mineral resource policies are to cover all areas classified by the State as MRZ-2 (see Figure 5).

Once an area has been designated by the State as being of regional significance by the State Mining and Geology Board (see Figure 6 for areas proposed by the State to be designated as being of regional significance), SMARA requires that local land use decisions involving these areas to be "... in accordance with the ...(local) agency's mineral resource management policies and shall also, in balancing mineral values against alternative land uses, consider the importance of these minerals to their market region as a whole and not just their importance to the ...(local) agency's area of jurisdiction." In other words, SMARA will require the City of Banning to balance the regional need for mineral resource conservation against other competing land uses in the area.

(2) Regional Need for Classified and Designated Mineral Resources and Local Implications for Permitting Mineral Extraction. According to the State Geologist, unless additional resources are permitted within the San Bernardino Production - Consumption Region, or

alternative sources are utilized, total existing resources now owned or controlled by mining operators would be depleted in 41 years. If all 10.4 billion tons of available resources within the Resource Sectors proposed by the State (see Figure 6) were to be devoted to mining, over 900 years of aggregate would be available.

The mineral resources of the San Gorgonio River comprise approximately 7.6 percent of the total available resources of regional significance within the San Bernardino Production - Consumption region. Because only about 12.5 percent of the aggregate resource sectors proposed for designation along the San Gorgonio River are within the City of Banning's Sphere of Influence, it is estimated that only about 100 of the 800 million tons of resource within the San Gorgonio resource sector is within the study area. This represents only about 0.96 percent of the total resources being proposed for designation.

The amount of available aggregate being proposed for designation within the planning area is itself somewhat deceiving since a large portion of the resource sector has previously been committed to other uses. As can be seen from Figure 6, the area proposed for designation wraps around the existing runway at Banning Municipal Airport, and does not recognize the master plan for the airport.

All of the area surrounding the airport within the planning area which has been proposed by the State for designation is either currently developed with airport uses (taxiways, hangars, etc.), has been or is in the process of being purchased by the City for airport expansion using Federal funds, or is within a redevelopment area for the purpose of promoting industrial expansion in the vicinity of the airport. In addition, several electrical, natural gas, and oil (crude and refined) lines cross through the airport area.

Therefore, none of the land proposed for designation by the State south of Interstate 10 should be considered available for future mineral extraction.

A similar situation exists in the area proposed for mineral resource designation north of Interstate 10. Along the northern boundary of the area north of Interstate 10 which is proposed for designation by the State runs a 30-inch high pressure natural gas line and a 100 kV electrical line. This electrical line turns southwest through Section 11 east of Hathaway Street. In addition, the most northerly portion of the area proposed for designation is crossed by a combination of 100 and 200 kV electrical lines. For this reason, the portions of the Banning study area proposed for designation north of Interstate 10 should also be deleted with the exception of the land within and immediately south of the area shown as owned or controlled by aggregate producers.

D. AIR QUALITY

1. Existing Setting

a. Climate

The climate of the Banning General Plan study area is typical of Southern California with warm, dry summers and mild, moist winters. Temperatures range from lows in the upper 30's during winter months to highs of 95 degrees Fahrenheit in the summer. The average annual mean is 63 degrees Fahrenheit. Average rainfall in central Banning is approximately 18 inches per year. By comparison, the higher mountain slopes in the San Geronio Pass area have as much as 30 inches per year of rainfall. From Banning eastward, annual rainfall drops rapidly, averaging 12 inches at Cabazon and only 8 inches per year at the eastern end of the Pass.



b. Air Quality

The South Coast Air Quality Management District (SCAQMD) operates an air quality monitoring station in the City of Banning, which is located at the western edge of the Southeast Desert Air Basin (SEDAB). Concentrations of air pollutants are recorded, and are shown for 1978 - 1983 in Table A. The areas of higher concentrations of air pollutants in the Southeast Desert Air Basin are found in those areas bordering the South Coast Air Basin, such as Banning. Prevailing winds in these areas bring air contaminants from the more populous portions of the South Coast Air Basin toward Banning and the Southeast Desert Air Basin. Air quality problems in Banning and the desert areas to the east are primarily attributable to this transport of pollutants, and are primarily not generated locally.

Air pollutants monitored at the Banning station include ozone, suspended particulates, and previously, carbon monoxide. Measurements of pollutants have shown that smog levels, involving mainly ozone, are at their highest levels during summer months, and that particulate levels may exceed standards throughout the

"Downward Trend in Concentrations"

year. Carbon monoxide levels declined to the point that monitoring of this pollutant was discontinued in 1980 because of exceedingly low levels.

Ozone levels often exceed California's first stage alert level; however, the number of days which this standard is exceeded is lower than for many other portions of the metropolitan area to the west. In addition, there is a downward trend in maximum concentrations and the frequency of alerts. The frequency at which State standards are exceeded for total suspended particulates continues; however.

Table A

Air Quality, 1978 to 1983
(Source: South Coast Air Quality
Management District)

Pollutant	Standard	Days Exceeding ^{1,2}	Maximum Concentration
Carbon Monoxide	Federal > 9.3 PPM 8 Hours	NM	NM
	Federal > 35 PPM 1 Hour	NM	
	State > 9.1 PPM 8 Hours	NM	
	State > 2.0 PPM 1 Hour	NM	
Ozone	Federal > .12 PPM 1 Hour	67	.26 PPM
	State > .10 PPM 1 Hour	0	
Nitrogen Dioxide	State >= .25 PPM 1 Hour	NM	NM
Sulfur Dioxide	Federal > .14 PPM 24 Hours	NM	NM
	State > .05 PPM 24 Hours	NM	
Suspended Particulates (Hi-Vol)	Federal > 260 ug/m ³	0	2.01
	Federal > 150 ug/m ³	4	
	State > 100 ug/m ³	14	

TABLE A
(Continued)

Air Quality, 1978 to 1983
(Source: South Coast Air Quality
Management District)

Pollutant	Standard	Days Exceeding	Maximum Concentration
=====			
Lead (Hi-Vol.)	Federal 1.5 ug/m ³ Quarterly Ave.	0	0.37
	State 1.5 ug/m ³ Monthly Ave.	0	

	State >= 25 ug/m ³ 24 Hours	0	20.1

1 For Suspended Particulate and Sulfate, data indicates number of samples which exceeded standard.

2 For Lead, data indicates number of occasions on which standard was exceeded.

NM - Not Measured

2. Issues and Opportunities

"Regional Sources"

The Banning area's ozone problems derives mainly from emissions within the South Coast Air Basin, as opposed to locally generated emissions. Numerous experimental and theoretical studies have confirmed that the origin of most of the ozone is from outside the Southeast Desert Air Basin (Miller and Lester, 1977). Continued growth within SEDAB will, however, result in incremental ozone impacts. In its projections of future air quality, the California Air Resources Board acknowledged that little can be done within SEDAB to bring the area into compliance with ozone standards.

"Local Sources"

Future development within the planning area will, however, create local air pollutant emissions from three sources: construction, mobile, and stationary. Construction impacts are temporary, and include fugitive dust and gaseous emissions resulting from the disturbance of soils from clearing and grading activities, as well as combustion of fuels from heavy equipment. Upon completion of various developments, significant increases of automobile and truck traffic will occur with associated increases in air pollutant emissions. The third source of pollutant emissions are stationary sources, primarily resulting from industrial processes. Additionally, energy demands for new development within the planning area will be met by the combustion of fossil fuels. This combustion will create emissions both within the Banning study area, as well as at distant power plants.

a. Construction Emissions

Because of the high winds common in the San Geronio Pass, fugitive dust is a significant issue, although not as serious a problem as in the desert area to the east. The U. S. Environmental Protection Agency estimates that clearing, grading, and travel on unpaved roads generate 1.2 tons of fugitive dust per acre of disturbed soil for each month of activity. This rate can generally be reduced by approximately 50 percent through the use of control

measures currently required by the South Coast Air Quality Management District, such as regular watering. Beside frequent watering, other potential fugitive dust reduction measures include soil compaction; early paving, sealing, or oiling of access routes; and enforcement of maximum speed limits within unpaved portions of construction areas.

Fugitive dust will generally settle out on nearby horizontal surfaces such as foliage, vehicles, and buildings, with associated soiling of surfaces. Smaller dust particles will be carried by the prevailing winds to more distant locations. Fugitive dust particles are usually inert silicates, and are large enough to be filtered by human breathing passages. Such dust may contribute to the degradation of visibility in the area, but typically will not have adverse health effects as would the very small, complex organic aerosols of urban air pollution.

In addition to fugitive dust generation, operation of heavy-duty equipment and mobile sources such as dirt hauling and cement trucks will add to local air emissions. Because of the large variety of equipment and day-to-day variations in activity levels and equipment, it is difficult to quantify these emissions.

The impacts of construction activities are temporary, and are primarily a nuisance factor. While construction activities may generate significant quantities of air pollutants over time, their impact will not be discernible above the impacts created by other sources.

b. Mobile Source Emissions

The most significant local air quality impacts expected from projected growth will result from the millions of additional vehicle miles traveled (VMT) that will ultimately be generated by new developments within the planning area, as well as from increases in regional traffic along Interstate 10. Compared to the hundreds of millions of VMT already traveled in the South Coast Air Basin to the west and the

Southeast Desert Air Basin to the east, the effect of Banning area growth will be minimal. However, on a local scale, the concentration of traffic, increases in congestion, and the increased population exposure could create significant microscale air quality impacts.

Emissions factors for mobile sources have been estimated by the South Coast Air Quality Management District, and are presented in Table B. As can be seen, the projected emissions for the Banning study area, although large in numbers, are minor to projected metropolitan area figures.

Table B

Mobile and Stationary Source Emissions
(average tons per day)

	Carbon Monoxide	Total Hydrocarbons	Nitrogen Oxides	Sulfur Oxides	Particulates
Mobile Sources	34.923	3.496	5.814	0.942	1.256
Stationary Sources					
Electrical Consumption	0.031	0.019	0.211	0.201	0.027
Natural Gas Consumption	0.022	0.009	0.100	0.001	0.001
TOTAL EMISSIONS	34.976	3.524	6.125	1.144	1.284

c. Stationary Source Emissions

The final source of pollutant emissions derives from the 0.302 million KWH of electricity and the 2.238 million cubic feet of natural gas which will be consumed daily within the Banning General Plan area, as well as from industrial sources. By applying typical power plant efficiency and emissions data to projected natural gas usage within the planning area, resulting stationary sources can be calculated as seen in Table B. Compared to mobile source emissions and the regional emissions inventory, local impacts will be minimal. It should also be noted that much of these stationary source emissions will be generated at distant power plants.

Exhausts from industrial processes will also create stationary source emissions. The types and quantities of these emissions are highly variable depending on the specific industrial process, materials employed, and production level. The Environmental Protection Agency has generated estimates of air pollutant emissions for numerous industrial processes¹; however, it is not possible to estimate future industrial air pollutant emissions for the Banning area except on a case by case basis.

¹ U. S. Environmental Protection Agency, Compilation of Air Pollutant Emission Factors, Report EPA AP-42, August 1977 (and periodic supplements)

E. WATER RESOURCES

1. Existing Setting

a. Surface Water

The summit of the San Gorgonio Pass, west of the Banning study area, is a significant drainage divide between three major watersheds: Santa Ana River, San Jacinto River, and Salton Sea. In the area northeast of Beaumont, water flows through the San Timoteo Canyon to the Santa Ana River. A small area southwest of Beaumont flows into Portrero Creek, which drains into the San Jacinto River, and eventually into Lake Elsinore. The area to the east of the summit drains through the Banning study area, and ultimately into the Salton Sea.



The major watershed system within the study area is the San Gorgonio River, which flows southerly from the San Bernardino Mountains through the Banning Canyon before turning southeast as it crosses the eastern City limits. From the planning area, the river flows east, joining with the Whitewater River at the eastern edge of the Pass, ultimately flowing into the Salton Sea. Except for its upper reaches in the mountains where there is year round water, flows of the San Gorgonio River are intermittent, occurring only during and immediately after storms.

The second local watershed system is the Smith Creek drainage, which carries surface flows in a southwesterly direction from the Banning Bench area. After emerging from the Bench, Smith Creek turns south, running through the western portion of the planning area. After crossing Interstate 10, Smith Creek turns east, running along the base of the San Jacinto Mountains before flowing into the San Gorgonio River in the southeastern portion of the planning area.

Smaller, intermittent creeks also flow from the northerly mountains to the flat lands in the south. The most notable of these is Montgomery Creek. Montgomery Creek originates in the Banning Bench area

between Smith Creek and the San Gorgonio River. This creek flows south from the Bench area, crosses Interstate 10, and flows into Smith Creek.

b. Groundwater

There are three groundwater basins located within the Banning Canyon -- Upper, Middle, and Lower Basins. A fourth, intake basin, is known as Headwater Basin. The Upper Basin encompasses 280 acres, covering a strip of approximately two miles in the northern portion of the canyon. The Middle Basin extends 1.5 miles downstream from Upper Basin, and covers approximately 370 acres. Lower Basin extends approximately two miles from Middle Basin, and has a surface area of about 370 acres. The Headwater Basin, with a tributary drainage area of about 12 square miles, is located above Upper Basin, and extends approximately two miles upstream to the Big Oaks area. According to the Banning Master Water Plan, the "safe yield" of this series of basins is estimated to be 7,000 acre feet per year.

Another source of groundwater in the planning area is the Banning Storage Unit, which is located in the San Gorgonio Pass area directly south of Banning Canyon. The Banning Storage Unit is roughly square in shape, and has a surface area of approximately 12 square miles. Two other groundwater units, identified as the Beaumont Unit and the South Beaumont Unit are located in the westerly portion of the planning area. Water levels in these groundwater basins has been dropping at a rate of about two feet per year for the past several years.

Groundwater basins are naturally recharged through the percolation of runoff, direct precipitation, subsurface inflow, and artificial recharge. The basins in Banning Canyon receive water from percolation of canyon flows through the sand and gravelly soils of the canyon bottom. In addition, a stone ditch running southerly through the basins provides intake areas that distribute water to spreading ditches which interconnect with a

series of spreading ponds to enhance percolation.

c. Water Quality

*"Water Quality
is Excellent"*

Generally, water quality in the Banning area is considered excellent. Water wells within the Banning Canyon contain a total dissolved content ranging from 107 mg/L to 202 mg/L. Studies of these wells have indicated that water quality is within State limits for all chemical constituents with the exceptions of calcium and bicarbonate. High bicarbonate levels are typical of runoff waters from the San Bernardino Mountains.

2. Issues and Opportunities

In 1973 and again in 1978, extensive studies were made of the water resources available to the City of Banning. The studies -- "Water Resources Investigation, Water System Master Plan - July 1973" by VTN and "Water Report for City of Banning - 1978" by CM Engineering Associates -- were comprehensive in their treatment of the total water resources and supply system available to the City.

Based on these studies and projections of future water needs, the Banning Master Water Plan offered the following observations regarding future water supplies:

- * The safe yield of the Banning Canyon Basin has been estimated at 6,500 to 7,000 acre feet per year. The safe yields of the Beaumont, South Beaumont and Banning Basins have not yet been determined; however, a continuous drop in water levels indicates that these basins are in a state of overdraft. This overdraft means that water is being mined but might not, at least on a short term basis, be a significant problem.
- * At buildout, the Banning study area will require over 18,000 acre feet of water annually.

*"Basin has
Overdraft"*

"Increase Imported Water"

- * The need for imported water supplies will increase as development continues in the Banning area. The San Gorgonio Pass Water Agency has entered into an agreement with the San Bernardino Valley Municipal Water District to construct a water transmission line to provide imported water to the Beaumont/Banning area.
- * The major potential source of supplemental water is imported State Project water delivered by the San Gorgonio Pass Water Agency, which has a maximum annual entitlement as specified in State contracts in 1990 of 17,300 acre feet per year.
- * Wastewater reclamation is an additional potential water source, but will be very expensive. Reuse of treated effluent from the City's wastewater treatment plant may be a realistic possibility for greenbelt landscaping, limited agriculture, and golf course irrigation.

Future development within the planning area will result in long term changes to the quality of runoff water. The pollutants normally associated with agricultural and rural residential uses (animal wastes and fertilizers) will be reduced and replaced by pollutants associated with urban activities.

The pollutants which might be found in runoff from urban areas are varied and originate from diverse sources. Sediments originate from eroded lands and street surface degradation. Automobile use within the study area will be responsible for the deposition of such pollutants as lead from exhaust emissions, asbestos from brake linings, and oil and grease that accumulate on streets and parking surfaces. Chlorinated hydrocarbons, nitrogen, and phosphorous could possibly accumulate in this runoff from pesticide and fertilizer use on landscaped areas. The contaminants which are commonly associated with urban and industrial areas are identified in Table C.

The primary method of reducing the discharge of contaminants in urban runoff is

the establishment and maintenance of street sweeping services. The need for such services is essentially a tradeoff between the expected seriousness of urban pollutants in runoff waters and cost. Although an increase in contaminants associated with urban runoff can be expected to result from future urban development, significant impacts are not expected. Because of the mountains to the north and resulting large quantities of natural runoff, urban runoff from the study area should not be a significant issue for future development.

Table C
Contaminants Associated With Urban Runoff

<u>Constituent</u>	<u>Source</u>	<u>Impact</u>
Sediment	Construction activity, street deterioration, litter, natural erosion, vegetation, etc.	Causes filling of surface waters, and can cause oxygen depletion.
Nitrogen	Fertilizers, exhaust emissions, aerial fallout, organic materials, etc.	Acts as a nutrient to aquatic plants, linked to infant blood diseases in large concentrations.
Phosphorus	Fertilizers, organic materials, etc.	Acts as a nutrient to aquatic plants, can cause illness in man.
Sodium & Chlorides	Soil minerals.	Inhibits plant growth, impairs taste of water.
Heavy Metals		
Cadmium	Pesticides, industrial processes, mining wastes.	Toxic to man, animals, and aquatics.
Chromium	Industrial processes.	Toxic to plants and aquatics.
Copper	Industrial processes, algae control.	Impairs taste of water, toxic to certain aquatics, and causes illness to humans in large concentrations.
Lead	Industrial processes, automobile exhaust emissions, aerial fallout.	Cumulative and toxic to man and other animals.
Mercury	Industrial processes.	Toxic to man and animals.
Nickel	Industrial processes	Toxic to citrus plants and some aquatics.
Silver	Industrial processes.	Toxic to aquatics.
Zinc	Industrial processes.	Toxic to plants and aquatics.

Table C

Contaminants Associated With Urban Runoff (cont'd)

<u>Constituent</u>	<u>Source</u>	<u>Impact</u>
Oil and Grease	Parking areas, streets, unimproved roads, industrial processes.	Produces tastes and odors, may be toxic to aquatics in sufficient quantities.
Asbestos	Automobile brake linings.	Suspected carcinogen.
Arsenic	Industrial processes.	Toxic to humans in sufficient concentrations, cumulative in human system, inhibits plant growth, toxic to some animals.
Chlorinated Hydrocarbon	Pesticides.	Toxic to certain life forms, can be cumulative in the food chain.
PCB's	Electrical industry, transformers.	Suspected carcinogen.

"Establishment and Maintenance of Street Sweeping"

The primary method of reducing the discharge of contaminants in urban runoff is the establishment and maintenance of street sweeping services. The need for such services is essentially a tradeoff between the expected seriousness of urban pollutants in runoff waters and cost. Although an increase in contaminants associated with urban runoff can be expected to result from future urban development, significant impacts are not expected. Because of the mountains to the north and resulting large quantities of natural runoff, urban runoff from the study area should not be a significant issue for future development.

As a result of a lawsuit, the Environmental Protection Agency (EPA) was ordered by a federal court to promulgate regulations requiring discharge permits for storm water runoff. The regulation are to go into effect on January 1, 1985. Under the proposed regulations, all storm water discharges are categorized into two groups for purposes of applying for a permit. Group I discharges are considered the most serious pollutants, and require extensive permit applications which include flow estimates and analyses quantifying the presence of pollutants. Group II are considered less serious pollutants and require a much simpler permit application.

Under the proposed rule, the City of Banning would be responsible for all discharges into the storm water system. This means that the City would be responsible under the permitting requirements for commercial and industrial users within its system. The City is thus responsible for the entire cost of accumulating the necessary information for submitting a permit application. It is also possible that the City could be required to construct a storm water treatment facility.

*"Undergo
Considerable
Modifications"*

F. BIOLOGICAL RESOURCES

1. Existing Setting

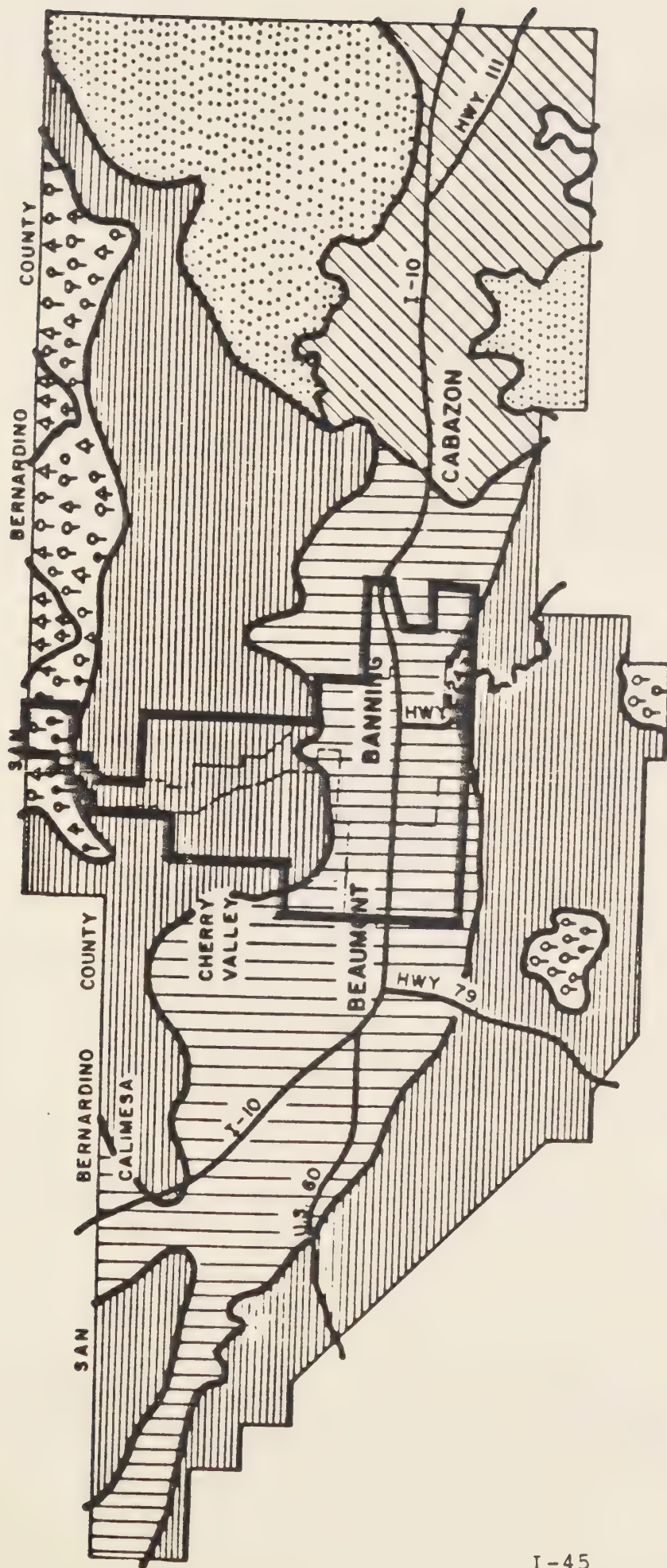
The native vegetative habitats within the planning area have undergone considerable modification during the past two hundred years. The majority of the flat portions of the planning area have been cultivated in the past, resulting in the removal of native plant species. Introduced grassland species have since become naturalized. In addition, urbanization has removed large areas of natural vegetation. Many large mammals once inhabited the area, but have since retreated into nearby natural areas as they could not adapt to changing conditions. With the exception for the most northerly portions of the planning area, animal species currently found in the planning area are those capable of adapting to living in close proximity to man.

a. Vegetation

Due to wide variations in climate, soil types, and altitude within the Banning study area, several different plant communities occur. As shown in Figure 7, these plant communities generally occur in east - west trending band or zones. Grasslands are predominant on the Pass floor. Unless cultivated, they contain grasses, annuals, shrubs, and russian thistle (tumbleweed) in great abundance.

The most common vegetative zone in the planning area, as it is in the Pass area generally, is Chamise Chaparral, found on the slopes along both sides of the Pass. Chamise is the dominant species, but other plants are of importance as well, including white sage, California scrub oak, bigberry manzanita, and Eastwood manzanita. At slightly higher elevations, or with higher rainfall, the percentage of chamise will decrease, while hoary-leaf ceanothus and chaparral whitehorn will account for a greater percentage of growth.

Located along the northern boundary of the planning area between the Banning Canyon and the Whitewater drainage is the



VEGETATION

SAN GORGONIO PASS PLANNING AREA

LEGEND

	CHAMISE CHAPARRAL		DISTURBED GRASSLAND
	LIVE OAK CHAPARRAL		CREOSOTE BUSH
	WOODLAND CHAPARRAL		DESERT CHAPARRAL
	CONIFEROUS FOREST		



0 (Miles) 3

RIVERSIDE COUNTY
PLANNING DEPARTMENT

SOURCE: U.S. FOREST SERVICE;
COACHELLA VALLEY AND
SAN GORGONIO PASS SOIL
CONSERVATION DISTRICTS

Figure 7



most varied and aesthetically pleasing of the vegetative zones in the Pass area -- woodland chaparral. Depending on exposure to sunlight and local drainage patterns, land in this zone is covered with varying combinations of evergreen oaks, dense chaparral, and conifers. At higher elevations, and on north facing slopes with drainage patterns allowing sufficient water, there are isolated transition area to conifer timberland such as that found farther to the north in the San Bernardino National Forest. Vegetation common to the woodland chaparral zone includes chamise, manzanita, canyon live oak, California scrub oak, big-cone Douglas fir, and Ponderosa pine. No rare or endangered plant species are known or expected to exist within the Banning study area.

b. Wildlife

The wide variations in topography, climate, and vegetation within the Pass area also result in a rich diversity of animal life. Some of the more spectacular animals of the Southern California mountains are either inhabitants or visitors to the Pass area. The mountain lion is an occasional visitor to the higher slopes of the San Bernardino Mountains north of Banning. The mule deer is a common mountain resident of the Pass. Other interesting mammals are raccoons, opossums, ring-tailed cat (rare), bobcats, at least two species of rabbit, and many species of rodents. Numerous birds are seen in the open areas of the Pass, including raptors such as bald and golden eagles, which have been occasionally sighted.



Although they exist within the general Pass area, no rare or endangered species of animals are known or expected to exist within the Banning study area.

2. Issues and Opportunities

Future development of the study area will result in the loss of natural vegetation and wildlife habitats. Because they occupy the flat, developable portions of the planning area, grasslands will

primarily be impacted. However, grasslands are the least sensitive vegetative type present in the planning area as they have been significantly altered in the past, primarily by agricultural and grazing activities. Loss of this vegetative type for expected future development is not considered to be significant.

The sensitive and/or significant vegetative communities present in the planning area, chamise chaparral and woodland chaparral, are not expected to be significantly impacted by future development. The portions of the planning area dominated by these vegetative communities generally contain steep slopes, are remote and without adequate access possibilities, or are within the National Forest, any one condition of which would preclude future urban or rural residential development.



G. ENVIRONMENTAL RESOURCES OBJECTIVES AND POLICIES

OBJECTIVE:

- 1.0 Retention of landform features which provide physical definition to the community of Banning.

POLICIES:

- 1.1 Development in areas containing or adjacent to unique or significant landform which provide physical definition to the community of Banning shall be designed in such a way as to assure preservation of those features.
- 1.2 Wherever possible, natural drainage courses shall be preserved and incorporated into development design.

"Provide Physical Definition"

OBJECTIVE:

- 2.0 The development of hillside areas in a manner which minimizes hazards from erosion and slope failures and which preserves hillside aesthetics.

POLICIES:

- 2.1 Limit grading to the amount necessary to provide stable areas for foundations, street rights-of-way, parking facilities, and other intended uses.
- 2.2 For all grading operations, require appropriate measures to ensure slope stabilization, including, but not limited to, retention of existing trees and other vegetation, immediate re-planting of cut and fill slopes, retaining walls and curbing, proper compaction of manufactured slopes based on soil type and vegetative cover, and/or use of subdrains or drains along slopes.

"Limit Grading"

- 2.3 For major grading operations, require submittal of an environmental assessment of the grading plan to determine the appropriateness of engineering geology reports and/or a focused environmental impact report.
- 2.4 Discourage development in areas having slopes in excess of 25 percent, and encourage the use of unstable slopes as common open space.
- 2.5 To eliminate excessive grading, require post and beam construction for homes on slopes in excess of 25 percent, encourage post and beam construction for homes on slopes greater than 15 percent.
- 2.6 Design hillside grading to follow or flow with the natural contours of the site.
- 2.7 Permit manufactured slopes in excess of a 2:1 (horizontal to vertical) slope only if recommended by a registered soils engineer or engineering geologist as being safe; require special erosion control and landscaping on such slopes.
- 2.8 Permit fill slopes in excess of 10 feet in vertical height only if recommended by a registered soils engineer or engineering geologist as being safe; require special erosion control and landscaping on such slopes.
- 2.9 Where grading will tie into adjacent natural terrain, blend final manufactured slopes into the existing terrain.

"Blend Slopes Into Existing"

OBJECTIVE:

- 3.0 Preservation of prime agricultural soils for agricultural use as long as agricultural activities can be economically sustained.

POLICIES:

- 3.1 Discourage urban development in areas containing "prime" soils while those lands are still economically productive for agricultural use.

OBJECTIVE:

- 4.0 Elimination of erosion problems resulting from human activities.

POLICIES:

- 4.1 Encourage cooperation among responsible agencies to protect prime soils from dangers such as erosion and misuse.
- 4.2 Require development projects to provide erosion control plans consistent with the degree of erosion hazards.
- 4.3 Require that grading for development projects be limited to the minimum necessary to balance cut and fill.
- 4.4 Prevent soil disturbance within agricultural, open space, and undeveloped areas to the extent that erosion could occur without proper soil management techniques.

***"Require Erosion
Control Plans"***

OBJECTIVE:

- 5.0 Retention of existing agricultural lands in active production as long as they are economically viable.

POLICIES:

- 5.1 Maintain minimum parcel sizes of 10 and/or 20 acres on agricultural lands believed to be economically viable.
- 5.2 Discourage urban or rural residential development in proximity to productive, economically viable agricultural lands where

it is evident that such development will adversely impact productive agricultural uses.

- 5.3 Encourage the transition of agricultural lands which are no longer economically viable into urban or rural development, as appropriate and as consistent with Policy 4.2 above.

OBJECTIVE:

***"Protect Mineral
Resources"***

- 6.0 The protection of significant mineral deposits to ensure a continued supply of materials for future generations.

POLICIES:

- 6.1 Consistent with other general plan policies, protect sites which contain significant mineral deposits and which are against development which would preclude extraction of the mineral resources.
- 6.2 Review non-mining uses within State- classified or designated MRZ-2 areas for impacts on mineral resources.
- 6.3 Permit non-mining uses within areas designated or classified MRZ-2 only if a finding is made that no significant impacts on future regional mineral resources will result from project development.
- 6.4 Require that land uses adjacent to mining operations provide adequate buffering (such as landscaping, berming, walls, distance, or other measures, as appropriate) to mitigate potential land use conflicts.

OBJECTIVE:

- 7.0 The management and control of surface mining operations and adjacent land uses to eliminate land use conflicts and to assure future options for the use of mining lands.

POLICIES:

7.1 Require surface mine operators to submit surface mining and reclamation plans to the City for review and approval prior to commencing operations. Mining plans shall include, but not be limited to:

- information on the effects of the proposed mining operation on terrain, natural and manmade slopes and slope stability, permeability of soils, and groundwater quantity and quality;
- plans for the control of erosion and sedimentation; protection of water quality; control of runoff and flooding; drainage control; protection of wildlife; and control of noise, dust, vibration, smoke, and odors, and lighting;
- plans for the rehabilitation and reclamation of areas no longer used for mineral extraction, including plans for the future use of reclaimed lands; and
- detailed information on the proposed timing of extraction and reclamation operations.

7.2 Permit future surface mining operations only adjacent to existing mining operations or in areas where mining operations and transport will not impact 1) existing and future residential neighborhoods with noise, dust, and truck traffic or 2) the efficient development of industrial lands.

7.3 Require future mining operations to identify and provide where appropriate buffer areas to mitigate impacts between mining and adjacent uses.

"Reclaim Land"

"Provide Adequate Buffering"

- 7.4 Require that all mining operations be designed and conducted in a manner that best protects the public's health, safety and welfare from, and require operations to comply with applicable Federal, State, and local standards. Additionally, require mining operators to comply with the standards and requirements of those additional agencies having jurisdiction and control over the mining site, its operations or the operation's environmental impacts.

"Reduce Daily Trips"

OBJECTIVE:

- 8.0 Promote land use patterns that reduce daily trips and trip distances for work, shopping, school, and recreation.

POLICIES:

- 8.1 Locate new neighborhood centers, including a wide range of everyday retail and services shops within close proximity to residential areas and heavily traveled circulation routes.
- 8.2 Locate population concentrations in close proximity to neighborhood commercial centers and the central business district to encourage pedestrian rather than vehicular travel.

OBJECTIVE:

"Reduce Emissions"

- 9.0 Reduce emissions of mobile and stationary air pollutants by reducing the amount of vehicular travel; maximizing ridesharing, the use of public transit, and other transportation systems management programs; and reducing energy consumption.

POLICIES:

- 9.1 Cooperate with the South Coast Air Quality Management District, County, etc., to establish and implement regional air quality strategies and tactics. (See also Transportation and Energy objectives and policies.)

OBJECTIVE:

- 10.0 Preservation of high quality of water groundwater supplies in sufficient quantities to meet the existing and future needs of City residents.

POLICIES:

- 10.1 Assess residential, commercial, and industrial developments for

their potential impacts on the City's water system, both through consumption of supplies and through elimination of existing watershed and recharge areas. Require projects to offset impacts where proposed developments have the potential for lowering the water table.

10.2 Assess residential, commercial, and industrial developments for their potential impacts on the quality of water in the City aquifer. Where proposed developments have the potential for reducing water quality, require the developer to provide mitigation measures sufficient to eliminate potential impacts (e.g. require sponsors of commercial developments with extensive parking areas to maintain regular cleaning of parking areas).

10.3 Prohibit projects which would unavoidably degrade water quality levels below federal or state standards.

10.4 Retain watershed areas with greater than 25 percent slopes in large acreages.

10.5 Limit clearing of natural vegetation in watershed areas with slopes of less than 25 percent to that necessary for access roads, homesites, and fire breaks.

10.6 Comply with discharge permit requirements established by the federal Environmental Protection Agency when enacted.

OBJECTIVE:

11.0 The maintenance, protection and preservation of biologically significant habitats in the San Bernardino and San Jacinto Mountains and their foothills.

***"Prohibit Degradation
of Water"***

***"Maintain Significant
Habitats"***

POLICIES:

- 11.1 Assess residential, commercial, and industrial developments in foothill, canyon, and mountain areas for their potential impacts on existing biological resources. Where the potential for significant impacts exists, require the developer to provide appropriate mitigating measures to ensure long term preservation of significant biological resources.
- 11.2 Prohibit development which would impact floral or faunal species identified by the state or federal government as "rare," "endangered," or threatened unless adequate offsetting mitigation measures are provided.
- 11.3 Wherever possible, design developments to encourage continued use of land by native plant and animal species.
- 11.4 Cooperate with the California Department of Fish and Game in the enforcement of hunting laws.



II. Public Health And Safety Element

A. INTRODUCTION

This element contains an evaluation of natural and man-made environmental issue areas which may constitute certain levels of health and safety hazard to the public. In context of the overall General Plan, this element compliments the Environmental Resource Element completing Banning's environmental baseline. In terms of function, this element identifies the constraints to urban development that must be considered within development strategies.

The Public Health and Safety Element is divided in several major sections as follows:

- * Topography
- * Geology and Seismicity
- * Flood Hazards
- * Noise
- * Crime and Prevention Services
- * Fire Hazards/Prevention Services
- * Hazardous Materials
- * Emergency Services

B. PUBLIC HEALTH AND SAFETY GOALS

"Acceptable Levels of Protection"

- * Acceptable levels of protection from natural and manmade hazards to life and property.
- * Emergency services which are adequate to meet minor emergency or major catastrophe situations.

"Unique Geologic Setting"

C. GEOLOGY AND SEISMICITY

1. Existing Setting

a. Geologic Setting

The geographic location of the Banning study area is unique in that the San Gorgonio Pass within which it is situated divides major mountain ranges and major geomorphic provinces. The San Gorgonio Pass separates two of the most rugged mountain ranges in southern California: the San Bernardino Mountains to the north and the San Jacinto Mountains to the south. Mt. San Gorgonio with an elevation of 11,485 feet stands to the north in the San Bernardino range, while Mt. San Jacinto rises to a height of 10,831 feet in the San Jacinto range to the south. The pass itself stands at an elevation of approximately 2,200 to 2,600 feet.

The Pass area also separates two major geomorphic provinces: the Peninsular Range Province and the Transverse Range Province. The former extends southward into Baja California, while the latter includes the San Bernardino and San Gabriel Mountains.

Many unconsolidated alluvial deposits are found within the San Gorgonio Pass. These include continental deposits and older alluvium of Pliocene and Pleistocene age and younger alluvium. The continental deposits consist of poorly sorted cobbles, sand, silt, and clay, and include the San Timoteo beds which form the Badlands west of Beaumont.

The older alluvium is poorly sorted gravel, sand, silt, and clay with the finer grained materials found in the valley areas, and the heavier grained gravelly materials located near the hills. The younger alluvium of Holocene age is characterized by angular boulders, cobbles, sand, and small quantities of silt, clay, and windblown sand. The younger alluvium is typically found along the San Gorgonio River.

b. Seismicity

The seismic primary hazards are basically twofold: ground rupture and the resulting seismic shaking. Ground rupture refers to the displacement which occurs during an earthquake. Such displacements of the earth's surface may be vertical, horizontal, or both, and can be up to 30 feet or more in a major earthquake. Utilities, roads, and other linear features are particularly vulnerable to damage where they cross faults as a result of ground rupture.

To minimize damage to human occupancy structures, the State of California has adopted the Alquist-Priolo Special Studies Zone Act. Under this act, the State Geologist has mapped "special studies zones" along the state's active and potentially active faults. In general, prior to approval of structures for human occupancy within a special study zone, a geologic study must be undertaken to determine the precise location and necessary setbacks from identified faults. The only special study zone in the Banning study area is part of the San Andreas fault, and is located in the extreme northern end of the Banning Canyon.

The most widespread effect and generally the greatest cause of damage in an earthquake is ground shaking. The intensity of ground shaking in an earthquake depends on several factors including the magnitude of the earthquake, distance from the earthquake epicenter, and soil conditions. In general, the larger the magnitude of an earthquake and the closer a site is to the epicenter of the event, the greater will be the effects. However, soil conditions can amplify earthquake shock waves. Generally, the shock waves remain unchanged in bedrock, are amplified to a degree in thick alluvium, and are greatly amplified in thin alluvium.

Two basic scales are used to measure earthquakes. The first is the Richter Scale, which objectively measures the energy released (magnitude) in an earthquake. The Richter Scale is a geometric scale where an increase of 1.0 on the scale represents a 32 fold increase in magnitude. Thus, a 5.0 magnitude earthquake releases 32 times as much energy as a 4.0 magnitude event.

In comparison, the Modified Mercalli Scale subjectively measures the effects of an earthquake (intensity) at a particular location. Thus, while an earthquake will have one magnitude, it will have several intensities based on varying levels of damage in different areas. The Modified Mercalli Scale ranges from I, not felt except by a few under especially favorable circumstances, to XII, total damage with waves seen on ground surfaces, lines of sight distorted, and objects thrown upward into the air (see Table D).

The San Geronio Pass area is a region of intense geologic faulting activity (see Figure 8). Major faults within the planning area include the San Andreas and Banning Faults. In addition, numerous minor faults transect the area including the Mill Creek, Mission Creek, Pinto Mountain, Lawrence, McMullen, Gandy Ranch, McInnes, and Cherry Valley faults. The San Jacinto fault zone is located approximately seven miles south of the planning area.

Table D
Modified Mercalli Scale

<u>Intensity</u>	<u>Description of Damage</u>
I	Not felt except by a very few under specially favorable circumstances.
II	Felt by a few persons at rest, especially on upper floors of buildings. Delicately suspended objects may swing.
III	Felt noticeably indoors, especially on upper floors of buildings, but many people do not recognize it as an earthquake. Standing automobiles may rock slightly. Vibration-like passing of a truck. Duration estimated.
IV	During the day, felt indoors by many, outdoors by a few. At night, some awakened. dishes, windows, doors disturbed; sound. Sensation like heavy truck striking building. Standing automobiles rocked noticeably.
V	Felt by nearly everyone, many awakened. Some dishes, windows, etc. broken; a few instances of cracked plaster; unstable objects overturned. Disturbances of trees, poles, and other tall objects sometimes noticed. Pendulum clocks may stop.
VI	Felt by all, many frightened and run outdoors. Some heavy furniture moved; a few instances of fallen plaster or damaged chimneys. Damage slight.
VII	Everybody runs outdoors. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable in poorly built or badly designed structures. Some chimneys broken. Noticed by persons driving automobiles.
VIII	Damage slight in specially designed structures; considerable in ordinary, substantial buildings with partial collapse; great in poorly designed structures. Panel walls thrown out of frame structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned. Sand and mud ejected in small amounts. Changes in well water. Persons driving automobiles disturbed.
IX	Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb; great in substantial buildings with partial collapse. Buildings shifted off foundations. Ground cracked conspicuously. Underground pipes broken.
X	Some well-built wooden structures destroyed; most masonry and frame structures destroyed with their foundations. Ground badly cracked. Rails bent. Landslides considerable from river banks and steep slopes. Shifted mud and sand. Water splashed.
XI	Few, if any, (masonry) structures standing. Bridges destroyed. Broad fissures in ground. Underground pipelines completely out of service. Earth slumps and land slips in soft ground. Rails bent greatly.
XII	Damage total. Waves seen on ground surfaces. Lines of sight and level distorted. Objects thrown upward into air.

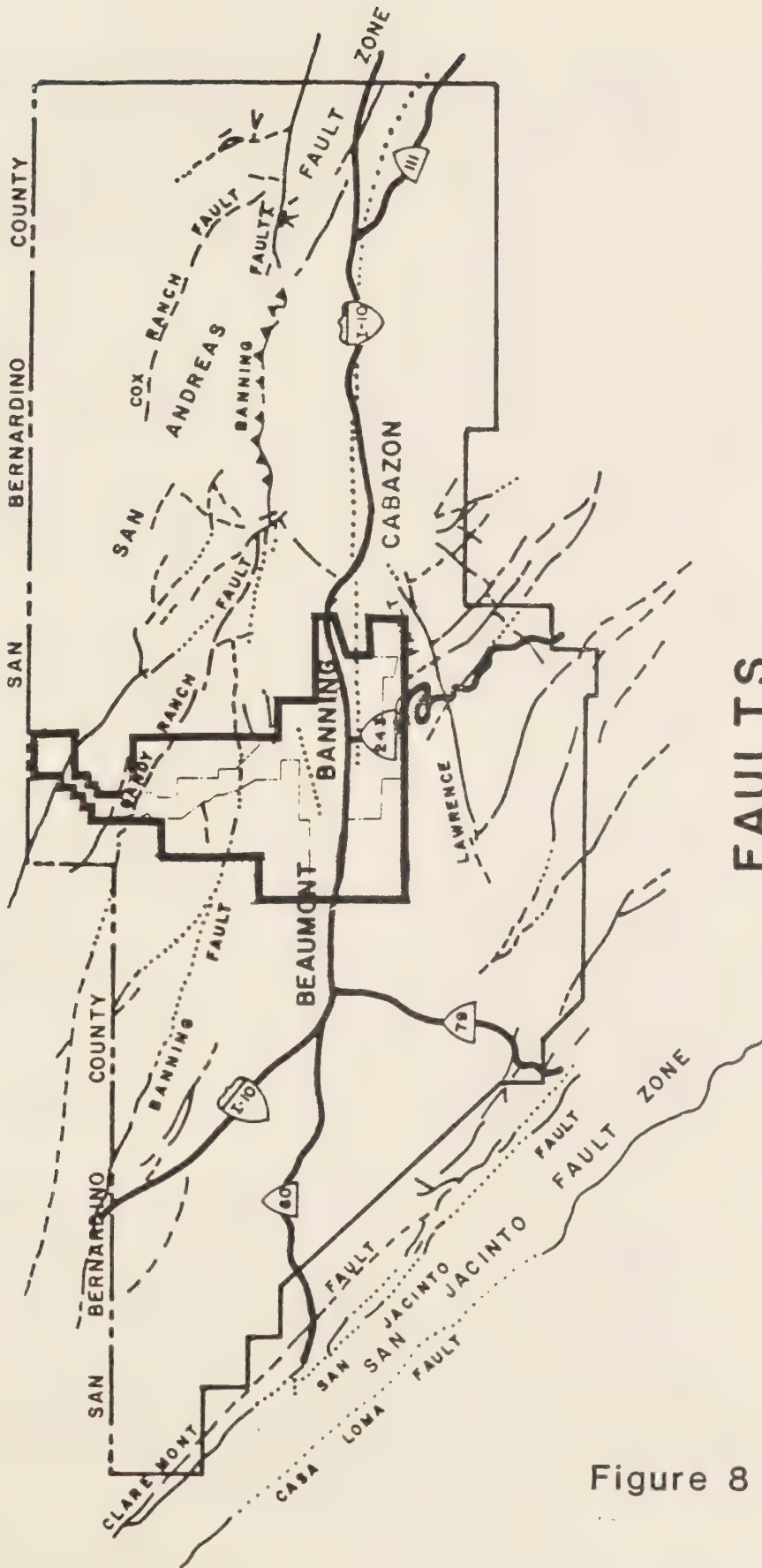


Figure 8

NOTE : THIS MAP IS TO BE

USED FOR GENERAL PLANNING

PURPOSES ONLY.

SOURCE : STATE OF CALIFORNIA ;

DIVISION OF MINES AND


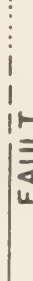

GEOLOGY , GEOLOGY MAP OF

CALIFORNIA : 1965

SAN GORGONIO PASS PLANNING AREA

FAULTS

LEGEND

- 
THRUST FAULT
- 
FAULT
- 
CONTACT
- BARBS ON UPPER PLATE ; DASHED WHERE
 APPROXIMATELY LOCATED
- DASHED WHERE APPROXIMATELY LOCATED ;
 DOTTED WHERE CONCEALED
- DASHED WHERE APPROXIMATELY LOCATED ,
 GRADATIONAL OR INFERRED



0 (Miles) 3

RIVERSIDE COUNTY
PLANNING DEPARTMENT

"Intensity of Ground Shaking"

The San Andreas fault is considered to be active. It is the major tectonic feature of western North America, and crosses the northern end of the planning area as it passes through the San Bernardino Mountains. Theoretically, an earthquake with a magnitude of 6.5 on the Richter Scale will occur at a average of once in 50 to 100 years.

The San Jacinto fault zone is also considered active. While it is considered to be the most active fault within Southern California, its theoretical recurrence rate for a magnitude 6.5 earthquake is once in 240 years. The Banning fault, which bisects the planning area in the foothills north of the City of Banning is considered to be at least "potentially active," and is probably an "active" fault. The numerous minor faults located within the northern portion of the Banning Sphere of Influence have been dormant in recent time, and are not considered to be active or potentially active.

Because of the proximity of the San Andreas and San Jacinto fault zones, the intensity of ground shaking in the Banning study area will be greater than for the general Southern California area, but still less than other areas along these faults. According to the seismic analysis prepared for the previously proposed Vista Idyllwild project, it can be expected that strong seismic ground shaking, equivalent to Modified Mercalli levels of IX to X, will be experienced in the planning area at least once during the next 50 to 200 years.

A Modified Mercalli intensity of IX relates to considerable damage in specially designed structures with well designed structures thrown out of plumb; great damage in substantial buildings with partial collapse; many building shifted off foundations and underground pipes broken. With a Modified Mercalli intensity of X, even some well built wooden structures would be destroyed, and most masonry and frame structures would be destroyed.

Secondary seismic hazards (hazards which are triggered by an earthquake) include liquefaction, landslides, and seiches. Liquefaction is not considered to be a potential hazard since groundwater levels are generally below 30 feet. Landslides and slope instability are a relative minor hazard in the area since it is generally underlain by hard rock. The downslope movement of loose rock or boulders during strong groundshaking is the most likely slope hazard. The potential extent of this hazard would be limited to areas directly below the slopes of the San Bernardino and San Jacinto Mountains, as well as at the base of the Banning Bench.

Seiching (water movement caused by groundshaking) may present a hazardous situation in water storage tanks. Rupture of a water tank during an earthquake could endanger inhabitants and structures within the path of the resulting flow of water.

2. Issues and Opportunities

An analysis of anticipated seismic shaking throughout Riverside County is presented in the technical report prepared for the Riverside County Seismic Safety and Safety Elements. On the basis of fault distance and anticipated earthquake magnitude, the county is divided into five seismic intensity zones, I through V. The Banning study area is within Zones IV and V, which are the highest intensity zones. The planning area is roughly divided along Interstate 10, with the area to the north in Zone V and the area to the south in Zone IV.

In determining the suitability of various land uses based on expected seismic hazards, four basic land uses were defined based on seismic risk as follows:

- A. Normal - Low Risk land uses include single family residences, multiple family residences of 100 units or less, small scale

commercial uses, small hotels and motels, light industry, and warehouses.

- B. Normal - High Risk land uses include multiple family residences of more than 100 units, large commercial centers, office buildings, large hotels, health care clinics, convalescent homes, heavy industry, and gas stations.
- C. Essential land uses include police, fire and communication systems; electrical power intertie systems; power plants; small dams; utility substations; sewage treatment plants; waterworks; local gas and electrical distribution lines; aqueducts and major pipelines; major highways, bridges, and tunnels, ambulance services; and public assembly structures with a capacity of 300 or more.
- D. Critical land uses include nuclear related systems; major dams; explosives or hazardous materials manufacturing, handling, or storage; and hospitals or other emergency medical facilities.

"Reduce Hazard Exposure"

For design purposes, the concept that more important or higher risk structures or land uses should be constructed to be more safe than less important or lower risk structures is generally accepted. Consequently, important or critical uses are perceived to require lower levels of hazard exposure connected with them as compared to less important uses. This requires that the larger, less frequent earthquake be taken into account for the more important uses. Table E illustrates this relationship, and indicates estimated earthquake magnitudes recommended for various faults according to use category.

In general, depending on specific soil conditions, Normal-Low Risk uses are

generally suitable within the Banning study area. Buildings designed according to the uniform Building Code may experience minor damage during a major earthquake.

Normal - High Risk structures within the Banning study area are considered to be generally to provisionally suitable depending upon specific soil conditions. Minor to moderate damage to buildings designed according to the Uniform Building Code could occur in a major earthquake.

The suitability of Essential and Critical land uses within the study area is significantly influenced by considerations for community safety and disaster recovery during and after an earthquake. It is also significantly influenced by the lack of available alternatives for routing of major highways, pipelines and utility lines. Because of the necessity of locating such facilities within the study area, the concept of their degree of suitability based on expected groundshaking is less important than assuring that such facilities be designed to be functional in the event of a major earthquake.

Table E
Summary of Design Earthquake Magnitudes
by Use Category and Causative Fault

Use Category	Earthquake Magnitude (Richter)		
	Recurrence Interval (Years)	San Andreas Fault	San Jacinto Fault
Critical	Max. Credible	8.0	7.5
Essential	2 00-500	7.5	7.0
Normal-High Risk	100-200	7.0	6.5
Normal-Low Risk	50-100	6.5	6.0

Source: Riverside County Seismic Safety Element

D. FLOOD HAZARDS

1. Existing Setting

The surface drainage pattern within the San Gorgonio Pass area is characterized by the transition between the Colorado Desert region to the east, inland valleys to the west and the surrounding mountain ranges. Surface flows in the planning area occur only after heavy rainfall, and feed the three major watershed systems in the area. These are the San Gorgonio River, Smith Creek, and Montgomery Creek. These watershed systems generally drain in a southerly and southeasterly direction, merging with the Whitewater River system at the easterly end of the Pass. The Whitewater River then flows southeasterly through the Coachella Valley and terminates in the Salton Sea.

The major drainage course within the planning area is the San Gorgonio River, which originates in the precipitous slopes of the San Bernardino Mountains to the north, and flows through the City of Banning to the base of the San Jacinto Mountains to the south. The 100-year flood plain associated with this river reaches widths of over 2,000 as it flows through the Banning Canyon as well as in the South eastern portion of the planning area.

Smith Creek is another prominent hydrologic feature, having a seven square mile drainage basin in the western portion of the planning area. The major flooding problem is the West Ramsey/Smith Creek west tributary crossing. For example, Ramsey's low street elevation and lack of an adequate culvert under the street create flooding situations during periodic storms. This condition is a typical factor in growing communities, and before any future development can gain primary access through these areas, special improvements will need to be added to eliminate any significant hazards.

***"Special
Improvements to
Prevent Flooding"***

Several open channels and underground storm drains have been constructed within the planning area. Channels include East Gilman, Gilman Home, Indian Canyon, Highland Springs, and West Pershing channels. Existing underground storm drains include Bird's Nest Canyon, Sunrise Park, Ramsey Street, San Geronio Avenue, and the Eighth Street Underpass Drain (under Interstate 10). Numerous 18 to 24 inch storm drain lines are also situated along Interstate 10 to carry flows from the northern portion of the City to the Smith Creek Channel at the base of the San Jacinto Mountains.

One other important drainage feature is the Banning levee, which lines a portion of the San Geronio River. This structure was constructed by the U. S. Army Corps of Engineers in 1965 to prevent major flood damage to the northeasterly portion of the City.

a. National Flood Insurance Program

The Federal Government, alarmed by rising costs of disaster relief, passed the National Flood Insurance Rate Act of 1968 and the Flood Disaster Protection Act of 1973. The intent of these acts is to reduce the need for large public expenditures for flood control works and flood relief by identifying and restricting development within floodplains. According to Flood Insurance Rate Maps (FIRM) prepared for the Federal Emergency Management Agency under this program, several portions of the Banning study area are subject to flooding in a 100 year flood.

With one major exception, areas subject to 100 year flood flows are limited to the canyon and creek bottom areas within the planning area. According to the FIRM prepared for the City, a wide area along East Gilman Channel is subject to the 100 year flood. Along Ramsey Street, this area extends from about Eighth Street to Third St.

2. Issues and Opportunities

Three types of flooding conditions exist in the Banning study area. These are flooding in defined watercourses (San Gorgonio River, Smith Creek) ponding, and sheet flow.

Flooding of the first type is presently confined to undeveloped areas because flood plains are well defined and at some distance from developed areas. The only facilities currently subject to flooding from these sources are portions of the Banning Wastewater Treatment plant and of the Riverside County Road camp, both located along Smith Creek. Areas surrounding the wastewater treatment plant are anticipated to be developed with industrial uses in the future.

Flooding from ponding is created by manmade obstructions to flow in the middle reaches of Smith, Montgomery, and Pershing Creeks. These obstructions include the embankments of the Southern Pacific Railroad and Interstate 10. As previously discussed, significant portions of the City north of Interstate 10 are subject to flooding. This includes developed and developing lands generally south of Williams Street in the following areas: between Sunset Avenue and Montgomery Creek and between 12th Street and Martin Street.

The third flooding condition is sheet flow through the most developed areas of the City. This occurs when capacities of existing channels are exceeded. Many of the existing flood control and drainage facilities are inadequate to control runoff generated by present levels of development; future development will increase existing sheet flow problems. One of the most severe problems is Gilman Home Channel, running through the heart of Banning. During a major flood, or any flood exceeding a 10-year frequency event, runoff can be expected to exceed channel capacity in the vicinity of 10th Street. It would likely spread out

from there over a wide area, potentially causing damage to homes and businesses along its path. Additionally, homes in the vicinity of 12th and George Streets have been flooded in only moderate storms in the past.

In 1975, the Riverside County Flood Control and Water Conservation District (RCFCWCD) prepared the "Master Drainage Plan for the City of Banning." This document analyzed the drainage improvements existing in the City at that time, and made recommendations for improvements. The master plan calls for the construction of a system of open channels and underground storm drains which, in conjunction with streets, will allow for the safe passage of storm flows through the developed areas of Banning. Main trunk facilities (primarily open channels) were designed for a 100-year flood. The collector lines feeding this system were designed with a 10-year frequency capacity.

"Protect Noise Sensitive Uses"

D. NOISE

The noise section is an integral part of the General Plan because of its close relationship to the land use, open space, housing, and transportation sections. It is known that noise in urban areas can have serious effects on the activities, as well as the psychological and physiological state of people. Noise sensitive land uses such as residential areas, parks, schools, and hospitals should be located away from noise generators. In this way, the noise section inputs directly into other General Plan sections.

This section describes the characteristics of noise, the effects of noise on people, and a summary of community noise sources. The Technical Background Report and environmental Noise Policy Study, which was prepared and adopted along with the 1977 Noise Element, provides extensive background information and is included in Appendix A.

1. Characteristics of Noise

Prior to discussing existing noise conditions in the community, it is important to gain a basic understanding of the technical aspects of noise. Noise can generally be defined as unwanted sound. For example, while a concert may be music to some, it is noise to others. Thus, whether a sound is considered a noise depends on the situation and the listener's likes and dislikes. Other variables include the sound's source, loudness, shrillness, degree of vibration, and the time of day.

Sound travels in waves which can be reflected, refracted, and diffracted, while being sensitive to the interference of other sound waves. The human ear receives sound waves as a result of the movement of air molecules caused by the waves. Because sound waves generally travel through the air from the source to the receiver, there

are a number of variables which affect the ultimate sound exposure of the receiver. These include, but are not limited to air absorption, excess ground attenuation, and wind speed and direction.

The measurement of sound is accomplished using a standard unit called the decibel (dB). Because the human ear can detect a wide spectrum of sound energy, noise levels increase exponentially, rather than in an arithmetic fashion. For example, although ten decibels is ten times louder than one decibel, twenty decibels is ten times greater than ten decibels and one hundred times greater than one decibel.

Sound level meters have been developed for at least three different weighting networks which emphasize or de-emphasize sounds in certain frequency ranges. The A-weighted sound level is closest to the frequency sensitivity of the human ear. Abbreviated dBA, the A-scale will be used in the balance of this document.

In addition to the measurement of transitory noise levels, methods have been developed to measure average noise levels over time. The most common measurements used are Community Equivalent Noise Level (CNEL) and day - night average level (Ldn). CNEL is the average A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7:00 pm to 10:00 pm, and after addition of ten decibels to nighttime sound levels after 10:00 pm and before 7:00 am. Ldn means the average equivalent A-weighted sound level after addition of 10 decibels to sound levels in nighttime hours between 10:00 pm and 7:00 am.

2. Effects of Noise on People

One of the most important considerations in any discussion of noise is how it affects people. Many studies have been completed, and some have reached profound conclusions. In general, these studies

have documented physical and psychological stress, temporary and permanent hearing loss, sleep disturbance, and speech/communication disruption.

At noise levels of 85 dBA or greater, human stress reactions can be expected; levels over 120 dBA will cause ear pain. Over time, permanent hearing loss can occur. Another detrimental effect of noise is to interfere with conversation. When background noise exceeds 50 to 60 dBA, conversation is impaired. Noise can interfere with sleep either by waking a person or by causing a shift from a deep sleep level to a shallower level. Brief sounds above 35 to 45 dBA have been shown to alter sleep patterns to lighter sleep.

3. Existing Setting

Generally, noise is not a significant problem within the Banning study area. However, there are some areas which bear identification and evaluation. The predominant source of noise within the planning area are transportation activities, including the freeway and surface streets, the Southern Pacific rail line, and the Banning Municipal Airport.

a. Interstate 10

In Banning, as in many cities throughout the country, the greatest single source of noise is automobile and truck traffic. Within the planning area, Interstate 10 carries the heaviest concentrations of traffic, and therefore generates the highest noise levels. According to Caltrans, the 1984 annual average daily traffic (ADT) volume for Interstate 10 is 48,500. Projected traffic volumes for the year 2010 are 76,000 ADT. By comparison, the 1977 Noise Element identified a 1975 ADT of 33,000 and a 1995 projected ADT of 65,000.

Based on the data supplied by Caltrans, it is estimated that existing



freeway noise levels are approximately three dBA greater than those identified in the original Noise Element. This would place the 65 dBA noise contour approximately 325 feet north of the freeway. The 60 dBA and 70 dBA noise contours would be approximately 660 feet and 158 feet north of the freeway, respectively. Results of the previous Noise Element's survey indicated that noise contours south of the freeway would extend an additional 100 to 200 feet. The additional noise levels south of the freeway are primarily attributable to the rail line, which was not included in Caltrans' noise measurements.

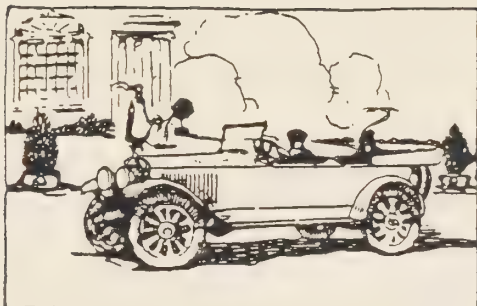
b. Southern Pacific Railroad

The results of the 1977 noise survey have shown that at a distance of 400 feet and among dwellings, noise readings of between 85 and 91 dBA are not uncommon during the passage of westbound train engines. Readings are then consistently in the range of 70 to 80 dBA during the passage of the rail cars themselves. Noise levels for eastbound trains are slightly less since they are travelling downhill. The sounding of a warning horn was recorded in the high 90 dBA range.

While sounds stemming from the Southern Pacific line can be heard throughout most of Banning, the single-event noise levels immediately adjacent to the rail line are well above that considered compatible with residential uses. Most of the area adjacent to the rail line is planned and zoned for commercial and industrial use; however, several areas are designated for and zoned for residential use, including the 22nd Street and Hargrave Avenue areas. It is estimated that the 65 dBA noise level south of the rail line extends as far south as 1,250 feet.

c. Surface Streets

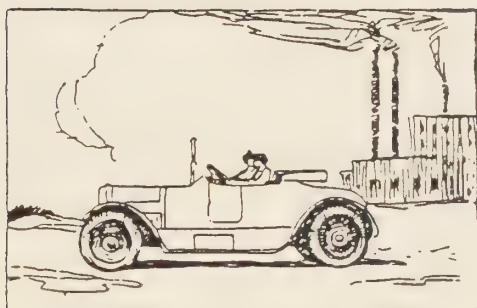
The results of the 1977 noise survey indicated that only two roadways within the City produced a 65 dBA noise contour: Ramsey Street along its entire length and San Gorgonio Street south of Wilson. In addition, several roadways produced 60 dBA noise contours:



Fourth - south of Wilson
Wilson - west of Hargrave
Eighth - south of Wilson
Nicolet - entire length
Sunrise - Wilson to Nicolet
Hargrave - north of Wesley
22nd - Nicolet to Ramsey
San Gorgonio - south of Hoffer
Sunset - Wilson to Ramsey



It is not expected that traffic increases occurring since the survey was taken would produce 65 dBA noise contours along the roadways listed above.



The noise survey noted the difficulty in determining noise levels along surface streets in Banning. Noise readings taken on Williams, Ramsey, and Lincoln include not only roadway noise, but also freeway and rail noise, as well as the mutual masking effects of combining these noise sources. While Ramsey is capable of producing its own 65 dBA noise contour; the other roads are not. A similar problem exists for measuring noise along north-south roadways. As they approach the freeway, their noise levels are overshadowed by the freeway.

Resolution Number 1976-30 established truck routes within the City of Banning as follows:

Ramsey: Highland Springs Road to east of Hathaway, and continuing to the intersection of the freeway.

Hathaway: from Ramsey north to the Banning City limits.

Sunset: from Interstate 10 north to the City limits.

Eighth: from Lincoln to Ramsey

San Gorgonio: from Lincoln south to the City limits.

Hargrave: from Interstate 10 north to the City limits.

Of these routes, Ramsey, Sunset, San Gorgonio, and Hargrave were found to create significant noise impacts (65 dBA and/or 60 dBA noise contours). An assessment of the impacts of these truck routes on residential areas was performed by a calculation of 1) the decibel level of impact, 2) the distance from the edge of pavement of specified noise contours, 3) the length of street frontage impacted by the different levels, and 4) the zone in which the impact occurs. Eliminating Ramsey from this analysis since it is adjacent to commercial zones along its entire length, noise impacts from truck routes were identified as follows: Sunset (93.73), San Gorgonio (235.41), and Hargrave (771.81).

d. Banning Municipal Airport

Although the Banning Municipal Airport is a significant generator of noise, the overall level of air traffic, in combination with the predominance day time operations by single engine propeller aircraft, is not sufficient to result in a 60 dBA noise contour off airport property.

Some low flying aircraft have been observed travelling through the San Gorgonio Pass area to create single event noise impacts upon existing land uses. Specifically, U. S. Marine helicopters, when flying low over the area, create considerable noise over residential areas. However, these isolated events are not considered significant.

**e. Residential Neighborhood
Ambient Noise Levels**

The results of the neighborhood ambient noise survey taken as part of the previous Noise Element indicated that ambient noise levels in the residential areas of the City of Banning ranged from a low of 51 dBA in the northern portions of the City to a high of 62.5 dBA in the southeastern portion of the City. In addition, residential uses bordering on the north side of Williams Street were found to have ambient noise levels slightly over 60 dBA.

The high noise levels found in the southeastern portion of the City were believed to be due to its location of east sloping terrain exposed to the uphill pull of trains and trucks in addition to airport noise. However, the majority of this area has been planned and zoned for industrial uses, and is also the location of the City's sewage treatment plant.

The ambient noise levels in residential areas north of Williams were believed to be impacted by the City's commercial areas to the south. This residential area is also impacted by the busiest sections of Ramsey, Wilson, Eighth, 22nd, and Sunset Streets, which are major thoroughfares. The other residential areas of the City were found to have ambient noise levels favorable to high residential desirability.

**f. Impacted Noise-Sensitive
Facilities**

A number of educational facilities were found to lie partially within identified noise contours. Banning High School is impacted by traffic noise from San Geronio Avenue. The 65 dBA contour extends approximately 102 feet onto school property, while the 65 dBA noise contour extends approximately 35 feet onto the school grounds. In addition, the Nicolet Street 60 dBA noise contour extends

approximately 44 feet from the edge of the pavement. Wilson Street contours also extend about 40 feet into the athletic field. No classrooms are impacted by noise from these sources.

A similar situation also exists for Central Elementary School, which is located on San Gorgonio Avenue. The 65 dBA noise contour does not reach any classrooms; however, the 60 dBA contour, which extends about 102 feet from San Gorgonio, could be reaching classrooms.

Medical care facilities within Banning have also been found to be slightly impacted by noise. The Pass Memorial Hospital is subject to a 60 dBA noise level up to 33 feet from Highland Springs Avenue and up to 44 feet from Wilson Avenue. Patient care facilities are beyond these distances; however, the Hy-Lond Convalescent Hospital is also impacted by the 60 dBA noise contour from Wilson Street up to 58 feet from the pavement.

4. Issues and Opportunities

Table F illustrates land use compatibility for community noise environments. This table, based on guidelines prepared by the State Office of Noise Control, provides a guide for noise compatible land use within the City of Banning. It corresponds with existing State Building Noise Insulation Standards.

Future increases in traffic throughout Banning will create incremental increases in noise levels. The most significant increases in noise levels is expected to occur along Highland Springs Avenue as the result of the development of the Presley and Deutsch planned communities. As identified in the environmental impact reports for these projects, the ultimate 65 dBA CNEL noise contour along Highland Springs Avenue between Wilson and Ramsey Streets will extend approximately 75 feet from the outer traffic lane. Hospital

"Guide for Noise Compatible Land Use"

buildings, particularly those sensitive to noise, are located at sufficient distances to avoid significant noise impacts.

Noise levels at other noise-sensitive facilities as described in the preceding existing setting section will be increased. However, these increases will not be sufficient to create unacceptable noise levels within school facilities.

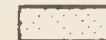
Noise levels will also increase within existing residential areas throughout the City. It is not expected that unacceptable noise levels will be created in residential areas where they do not now exist.

Table F

LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} OR CNEL, dB					
	55	60	65	70	75	80
RESIDENTIAL – LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES						
RESIDENTIAL – MULTI. FAMILY						
TRANSIENT LODGING – MOTELS, HOTELS						
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES						
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES						
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS						
PLAYGROUNDS, NEIGHBORHOOD PARKS						
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES						
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL						
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE						

INTERPRETATION



NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



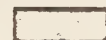
CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.



NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L_{dn}. Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L_{dn}.

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL of L_{dn}. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

Source: California Department of Health, Office of Noise Control; Noise Element Guidelines, February 1976.

E. CRIME PREVENTION SERVICES

1. Existing Setting

Police protection services for the incorporated portion of the planning area are provided by the Banning Police Department, located at 125 East Ramsey. The Banning police force consists of 23 authorized sworn officers and nine reserve officers. Services provided by the Department include basic patrol, emergency response, detectives, traffic control, laboratory services, and animal control (two persons). Other prevention services within the City include Neighborhood Watch and Downtown Merchants' Alert.

Present police equipment includes seven marked patrol units and seven unmarked units; two patrol cars are kept on a continual beat. The Police Department ideally tries to maintain a standard of 1.8 officers per 1,000 population. Currently, it is operating at 1.6 officers per 1,000 population. The Department currently has an average emergency response time from patrol beats of three to four minutes. The average emergency response time from the central station is approximately five minutes.

Police
Sheriff
Highway Patrol

Law enforcement services within unincorporated portions of the planning area are provided by the Riverside County Sheriff's Department from its station in Banning. Response times for sheriff units are variable, depending on distance from the station, the nature of the call, and availability of units. Patrol services are generally not provided to unincorporated areas. The Riverside County Sheriff's Department also provides jail services, and has a mutual aid agreement with the City of Banning.

The California Highway Patrol (CHP) is responsible for law enforcement services on State highways within the Banning Sphere of Influence. Local CHP headquarters are on

Highland Springs Road north of Ramsey Street. The CHP also has mutual aid agreements with local law enforcement agencies.

2. Issues and Opportunities

According to the Banning Police Department, the most prevalent type of crime within the planning area is residential burglary. However, according to the Banning Police Department, the incidence rate of this crime is not out of line with other communities in Southern California. In commercial areas, there does not appear to be any significant crime-related problems even though the City's commercial corridor is easily accessible from Interstate 10.

Future development of the planning area will require significant expansion of local police forces and equipment. The predicted populations of just such major developments as the Presley and Deutsch properties will require the City's present police force to be nearly double its present size. In addition, future commercial and industrial growth will require expansions of the City's police force. According to the environmental impact report prepared for the Presley project, specific areas which could become inadequate with the addition of future growth include traffic control; detective, laboratory, and dispatch services; and records personnel.

a. Design Measures for Crime Prevention

Since burglary is more often a crime of opportunity rather than a premeditated crime, community design features can often be implemented to reduce crime incidents. This is commonly referred to as the "defensible space" concept. Defensible space is intended to promote development which permits the identification of suspicious happenings or persons (in part by increasing recognition of neighbors), and makes it evident to a potential crimi-

***"Expand Police
Force and
Equipment"***

"Design for Safety"

nal that the crime could be observed and the criminal likely apprehended.

Design features for the creation of defensible spaces include the following:

- * well lighted and visible streets and street names, entrances, and house numbers;
- * avoidance of flag lots where possible;
- * well lighted and windowed apartment stair wells where possible;
- * limitation of access into and between buildings so escape routes are fewer and undetected entrance in more difficult;
- * a visually well defined separation between public and private areas;
- * placement of windows to allow easy resident surveillance of yards, corridors, entrances, parking areas, streets, and other public and semi-public places;
- * landscaping which permits surveillance of open areas and entryways, and does not create places for concealment;
- * location of kitchen and living areas to facilitate surveillance; and
- * elimination of undefined hallways, particularly double loaded corridors shared by large numbers of families. Entries and circulation corridors should be designed so that as few families as possible share a common lobby, facilitating the recognition of strangers.

Similar defensible space techniques and other security precautions have been defined for other types of uses. For commercial and industrial buildings, the following design principles can be applied:

- * landscaping, location of buildings and walls, etc. should facilitate surveillance from the street and from neighboring structures, and should not provide places for concealment;
- * the street system should allow emergency vehicle access fully around buildings to the extent possible;
- * parking and walkways should be located where surveillance from streets or an attendant is possible to reduce worker or customer isolation when walking to and from cars;
- * access to buildings or building groups, and access between buildings should be limited so escape routes are fewer and entrance is made more difficult;
- * access to roofs by pallets, flag poles, etc. should be eliminated or avoided;
- * first floor windows should be kept to a minimum, made burglar resistant, and/or placed so as to promote surveillance from adjacent streets;
- * where possible, areas should be designed so that they can be sealed off when not in use;
- * alarm systems should be installed on a zone basis so that the entire area does not need to be sealed off in an emergency; and
- * street names and building numbers should be well lit for easy identification.

The following design features can be utilized to reduce crime in recreational areas:

- * good lighting;
- * design which facilitates surveillance from streets and nearby buildings; and
- * location of park buildings and high use activities near streets.

Figure 9

I.E.S. RECOMMENDED LIGHTING LEVELS¹
(Source: Urban Planning and Design Criteria)

AREA TO BE LIT	COMMERCIAL REQUIREMENT	INDUSTRIAL REQUIREMENT	RESIDENTIAL REQUIREMENT
=====			
<u>Pedestrian Areas</u>			
1. Sidewalks	0.9	0.6	0.2
2. Pedestrian Ways	2.0	1.0	0.5
<u>Roadways</u>			
1. Freeways	0.6	0.6	0.6
2. Major and Expressways	2.0	1.4	1.0
3. Collectors	1.2	0.9	0.6
4. Local	0.9	0.6	0.4
5. Alleys	0.6	0.4	0.2
<u>Parking Areas</u>			
1. Self Parking	1.0	N/A	N/A
2. Attendant Parking	2.0	N/A	N/A

F. FIRE HAZARDS AND PREVENTION SERVICES

1. Existing Setting

The City of Banning Fire Department currently provides fire protection and suppression services within the incorporated portion of the planning area. The California Department of Forestry in cooperation with the Riverside County Fire Department is responsible for fire protection and suppression services in the unincorporated portions of the planning area.

"Additional Fire Protection"

The City of Banning Fire Department presently maintains two fire stations. Station One is located at the southeast corner of Murray and Williams Streets. Equipment at Station One includes one diesel operated triple combination Class "A" pumper truck, one 1,000 gallons per minute (gpm) triple combination reserve pumper, one 500 gpm multi-purpose quick attack "mini-pumper" unit, one water tender, and one fully equipped rescue unit. Each engine company is designated for operation by four men; the minimum staffing is set at three men per truck. In addition to City-owned equipment, a 1,000 gpm diesel operated Class "A" pumper truck is provided to the City through an agreement with the California Office of Emergency Services. This truck is currently stored in the southern portion of the City.

The City of Banning has recently opened a second fire station located at the southeast corner of Wilson Street and Mountain View Avenue. Station Two is assigned a Class "A", and will ultimately provide one, three man engine company. The station is initially being operated by one full time firefighter, who will be supported by volunteers to man the companies. An additional firefighter may be added during Fiscal Year 1985-1986, creating a full time, two man company at Station Two.

Station One is currently able to cover most of the developed areas of the City within a five minute response time; however, access to the southern portion of the City is often hindered due to lack of grade separations along the rail line. Station Two has a response time of three minutes or less to the developed portions in the western portion of the City.

The Banning Fire Department has a reciprocal mutual aid agreement with the California Division of Forestry - Riverside County Fire Department (a combined department within Riverside County). A reserve firefighter program is operated by the City adding backup manpower for additional alarms.

The California Department of Forestry-Riverside County Fire Department operates or contracts for the operation of four fire stations which serve the unincorporated area surrounding Banning. Three stations: Beaumont (CDF - closed in winter months), Beaumont City, and Cherry Valley, would respond to various portions of the western half of the planning area, with the Beaumont CDF engines being able to respond to Sunset and Ramsey within five minutes. The Cabazon station could respond to the eastern boundary of the planning area within five minutes.

Most of the City currently has a fire insurance rating of 5; the extreme westerly portion of the City has a rating of 6. All of the unincorporated portions of the planning area have an insurance rating of 9, which is considered a high fire hazard designation. Because of the high winds and dry conditions which exist within the Banning area, wildland fire hazards are considered severe throughout the planning area.

The City's Master Water Plan includes a computer analysis of the existing system's fire flow capability under maximum daily demands. This analysis revealed that certain portions of the present distribu-

"Upgrade Water Service/Flows"

tion systems are deficient. Small line sizes, generally less than six inches exist in many areas, are the primary cause of fire flow deficiencies. No major transmission were found to be deficient. Areas with potentially inadequate water pressures covered about twenty percent of the water system, and were generally located in the east and southeastern portions of the City. Improvement projects are also programmed in the Master Water Plan.

According to the Banning Fire Department, fire hazard conditions in the City are equal to, if not greater than similar communities in Southern California. Although fire prevention techniques are constantly being upgraded, Banning has the potential for a major fire. According to the Fire Department, present staffing levels need to be increased.

2. Issues and Opportunities

a. Need for Additional Stations

As the planning area grows in the future, significantly greater demands will be placed on the City's fire prevention and suppression services. The existence of two fire stations north of Interstate 10 will be sufficient to provide adequate fire protection services to support urban expansion in this area. The major exception is that present fire stations are not capable of providing adequate service to support urban development on the Banning Bench, primarily due to relatively long distances and difficult access.

"Increase Service for Industry"

The likelihood of significant future residential and industrial development in the southern portion of the City creates potential fire service problems which will necessitate the development of additional station(s) south of Interstate 10. The primary areas of future fire service need in the southern portion of the planning area are the Presley project and Banning Municipal Airport and surrounding indus-

"Road and Railway Barriers"

trial lands located in the southwestern and southeastern corners of the planning area, respectively. In addition, if Redevelopment Area 2 in the south central portion of the planning area is ultimately developed at urban densities as was previously proposed for the Vista Idyllwild project, a third concentration of fire service needs will be created south of the freeway.

Although the southerly portions of the study area are presently within a theoretical five minute response radius of the City's fire stations, actual response times are affected by the lack of grade separations along the Southern Pacific rail line except at Eighth Street. When a train is passing through Banning, response times to the southerly portion of the City can be significantly greater than five minutes. The grade separation issue is discussed in greater detail in the traffic section of this document.

While the City's existing stations could provide adequate secondary response to support the expected development intensities in the Presley project and in the area surrounding the Banning Airport, existing City stations would be severely strained to provide primary response to future development on both sides of the freeway. Thus, it will be necessary to construct additional fire station facilities south of Interstate 10.

Ideally, an additional fire station south of the freeway would be located within Redevelopment Area 2 in the south central portion of the city. A station in this vicinity could provide adequate primary response service to the southern portion of the planning area. However, due to development timing, the City will not likely be able to secure a site in this area prior to the time the Presley project will require increased service.

The Fire Department has therefore indicated that it will be necessary to secure a fire station site either within or near the Presley project. Development of a third City fire station in the southwestern portion of the study area will ultimately necessitate development of a fourth station to provide primary response service to the southeastern industrial area of the City. The City Fire Department has also recognized the need for the eventual acquisition of an aerial ladder truck to serve future multiple story development, as well as to support growth of the airport industrial area.

In addition to a concern over necessary facilities to support development of the southern portion of the planning area, the Fire Department has expressed concern over fire protection services for the Banning Bench area. Although primary fire service is provided by the Riverside County Fire Department - California Department of Forestry, that department has minimal facilities for residential and urban fire protection.

The County's primary firefighting equipment serving the unincorporated portions of Banning's Sphere of Influence consists only of two 500 gallon per minute pumper trucks, but only one pumper operator during winter months. In addition, training of the County's firefighters is focused on wildland fire control rather than structural fire strategies. Thus, if significant development were to occur, even if rural in character and even if the area were to remain in unincorporated territory, a significant increase in fire service demands on the City Fire Department could be expected.

Because of its distance from existing fire stations, and the difficulty of providing emergency vehicle access to the Bench, an additional fire station would be required specifically to provide primary response service to that area. However,

the tax base to support maintenance of such a station would likely be considerably below that of other stations in the planning area.

b. Water Pressure and Fire Flows

The Master Water Plan states that adequate water storage in the municipal water system for fire purposes will be necessary in order to support future growth. During a crisis situation, future demands will require a fire flow of 3,000 gallons per minute for a three hour period. This storage corresponds to 540,000 gallons, and must be available in addition to the average and peak operational requirements of the area water system. The City is planning to add 1.0 million gallons of storage to its system with the construction of a new reservoir. This should allow for sufficient storage for fire flows and operational requirements.

The Master Water Plan also states that low pressures, with and without fire flows, are present in 20 percent of the City's water system, generally in the eastern and southeastern portions of the city. The plan suggests improvements for each water pressure zone, including new mains, upgrading of existing lines, and the construction of a new well and booster pump station.

G. HAZARDOUS MATERIALS

A hazardous material can be defined as an injurious substance, including pesticides, herbicides, toxic metals and chemicals, explosives, volatile chemicals, and nuclear fuels and materials. The use of hazardous materials is widespread today in industrial and agricultural activities. It is essential that regulations controlling the transport, use, storage, and disposal of hazardous materials be enforced to provide the greatest possible protection to the public from accidental occurrences.

Hazardous materials can be classified into four general categories: toxins, irritants, flammables, and explosives. Toxins include a wide range of industrial chemicals and agricultural pesticides which are capable of producing serious illness or death due to poisoning. Irritants can cause inflammation or destruction of living tissue with effects ranging from mild to severe, based on the degree of exposure and the type of material involved. Flammables are dangerous because of their low ignition temperatures and rapid burning characteristics. Some flammables burn so violently that they cannot be extinguished, but must be allowed to burn out naturally. Explosives can produce rapid chemical reactions causing damage due to blast and flash fire. Because of their widespread use, it can be assumed that each type of hazardous material is either transported through or used or stored within the planning area.

1. Existing Setting

a. Transport of Hazardous Materials

The shipment of hazardous materials by truck or rail is regulated by the U. S. Department of Transportation through National Safety Standards. The federal safety standards are also included in the California Administrative Code, Environmental

Health Division. The California Health Services Department regulates hazardous waste haulers only.

Truck routes and truck stops have been designated by the California Highway Patrol (CHP) for motor carriers hauling explosives. In the Banning area, Interstate 10 is a designated highway. Although there are no designated stopping places in the Banning area, a spokesman for the CHP stated that carriers may stop at the truck scales to the east of Banning at the discretion of the scales master. Movement of trucks within the planning area is regulated by the City of Banning within its boundaries, and by the County of Riverside in unincorporated areas. It can also be assumed that a variety of hazardous materials are routinely handled by the Southern Pacific Railroad.

b. Storage and Use of Hazardous Materials

Storage and use of hazardous materials in the planning area is generally limited to industrial and agricultural areas. Regulations and enforcement of safety measures for the storage of and use of hazardous materials is the responsibility of numerous agencies, including local fire agencies. National, state, and local fire codes act as a guideline for local enforcement.

The U. S. Environmental Protection Agency ensures that containers of hazardous materials are properly labeled with instructions for use. The California Department of Industrial Relations, Cal-OSHA Division regulates the proper use of hazardous materials. The U. S. Department of Agriculture and California Department of Food and Agriculture and the Department of Industrial Relations regulate pest control operations, pesticide dealers, and pesticide users to insure that hazardous agricultural chemicals are properly used.

***"Emergency
Response Plan"***

c. Disposal of Hazardous Wastes

Presently, there are no active landfills operating in Riverside County which would accept hazardous wastes. Hazardous wastes generated within the County which are disposed offsite are transported to distant Kern or Santa Barbara Counties, which contain active "Class I" landfills.

d. Response to Emergencies

In January 1982, the Environmental Services Division of the Riverside County Health Department began developing a local hazardous materials program. Under this program, the Health Department currently performs specific tasks which include educating persons involved with hazardous wastes; inspecting those involved in generating, hauling, storing, treating, and disposing of these wastes to determine compliance with State laws and regulations; performing investigations to detect illegal disposal sites; and investigating complaints of violations of State laws and regulations.

The County has also developed a hazardous materials emergency response plan which identifies proper procedures to be used in the event of a hazardous materials spill or accident. Primary responsibility for the preparation and implementation of the plan has been given to the following agencies, who serve as the primary response team in coordination with local fire and police agencies, in the event of a hazardous materials emergency:

- * County Health Department, Environmental Services Division
- * Riverside County Fire Department
- * Riverside County Office of Disaster Preparedness
- * Riverside County Sheriff's Department
- * California Highway Patrol

2. Issues and Opportunities

Due to its significance as a regional and national transportation route, there are no feasible alternatives to Interstate 10 and the Southern Pacific Rail line for the hauling of hazardous materials. The Banning community will be facing the same risks as all other communities along this route. In addition, since the hauling of hazardous materials is regulated by the State and Federal governments, local agencies such as the City of Banning are largely pre-empted from developing local regulations for the transport of hazardous materials.

"Designate Truck Routes"

One method by which local agencies may regulate transport of hazardous materials is by the designation of trucking routes and by achieving a land use pattern which discourages industrial access through or adjacent to residential areas. To a great degree, the City of Banning has achieved this protection. No significant hazards can be identified at present, and none are expected to occur in the future.

In addition to hauling, the storage and use of hazardous materials within the City's industrial areas can be expected. The storage and use of hazardous materials is a normal part of industrial operations, and cannot be prevented; however, certain measures can and should be taken to reduce risks related to fires and accidental spills. These measures include encouragement of "clean" industries and assembly operations rather than heavy industries or industries where large amounts of hazardous materials are known to be utilized.

"Inform the Fire Department"

In addition, industries locating within the City of Banning could be required to inform the City Fire Department of the types, quantities, and location of flammable and hazardous materials being used in their operations. While this measure is not necessarily intended to reduce or limit the storage or use of

hazardous materials, it will greatly assist the Fire Department in responding to emergencies, increasing overall levels of safety within Banning's industrial areas.

*"A Complete
System of Services
is Available"*

H. EMERGENCY SERVICES

1. Existing Setting

In general, emergency services within the Banning study area are available in adequate degree to serve local residents and industry. A complete system of services is available, including medical facilities described below.

The San Geronio Pass Memorial Hospital, located at 600 North Highland Springs Avenue, is a community acute care hospital providing 68 licensed beds, all of which are used on a regular basis. Services offered at the hospital include medical - surgical, obstetrics, pediatrics, intensive care unit, cardiac rehabilitation, social services, prompt care, and 24-hour emergency services.

The hospital and hospital district area are served by the Banning, State, and County Fire Department's emergency medical technicians, and by paramedics with the Howard Ambulance Service. Howard Ambulance Company provides ambulance service to the planning area from its base in Banning.

2. Issues and Opportunities

As growth in the Banning area continues into the future, additional demands will be placed on local hospital and ambulance services and facilities. In order to provide adequate emergency services to future planning area residents, hospital and ambulance services will need to be expanded in proportion to expected growth.

*"Protect Life
and Property"*

I. PUBLIC HEALTH AND SAFETY OBJECTIVES
AND POLICIES

OBJECTIVE:

- 12.0 Protection of life and property from loss or damage due to seismic ground-shaking.

POLICIES:

- 12.1 Require new development and selected existing development to comply with the most recent Uniform Building Code seismic design standards.
- 12.2 Design or require the design of Essential and Critical¹ facilities such that they remain operational in following a maximum credible earthquake.
- 12.3 Require site investigations for proposed development of Normal - High Risk² structures to confirm suitability in light of site-specific soil conditions.

OBJECTIVE:

- 13.0 To protect life and property from hazards due to flooding.

POLICIES:

- 13.1 Ensure that no residential structures are built within areas identified by the Federal Emergency Management Agency as being within the 100-year flood plain.

¹ See page II-9 for definition of Normal - High Risk structures.
² See page II-9 for definitions of Essential and Critical structures.

- 13.2 Ensure that non-residential structures are either built to avoid the 100-year flood plain or are floodproofed so that the structures are watertight below the base flood level.
- 13.3 To the extent possible, require abatement or provision of 100 year flood protection for existing human occupancy structures within 100 year flood plains.
- 13.4 To reduce increases in downstream runoff runoff resulting from new development, encourage new development projects to incorporate the following measures into landscape plans:
 - a. Use pervious paving materials in hardscape areas wherever feasible.
 - b. Utilize swale designs in landscaped and grass areas to slow down runoff and maximize infiltration.
 - c. Discharge roof leaders in buildings (directly or indirectly) into pervious areas, greenbelts or seepage pit areas.

OBJECTIVE:

- 14.0 The maintenance of an acoustic environment free from the damaging and irritating effects of noise, recognizing the sensitivity of various land uses as shown in Table F.

POLICIES:

- 14.1 Require proposed developments to comply with noise objectives as outlined in Table F.

"Planning Assures Noise Solutions"

- 14.2 Where outdoor noise levels within residential areas would exceed 65 dB and mitigation is provided, require submittal of an acoustical report along with building permit applications certifying that interior noise levels will not exceed a CNEL of 45 dB.
- 14.3 Prohibit proposed developments which would violate the noise objectives of adjacent land uses unless adequate mitigation is provided.
- 14.4 Emphasize land planning as the primary method to ensure noise compatibility. Regard enforcement and abatement as secondary, to be applied only against significant existing situations of noise incompatibilities, or at such time as changes in the environment warrant its use.
- 14.5 Where conflicts between noise sources and residential areas exists, give residential areas priority.

OBJECTIVES:

- 15.0 Maintain a police force with a ratio of 1.8 sworn officers for each 1,000 residents, deployed so that all areas of the City can be reached by police officers within five minutes under emergency conditions.

POLICIES:

- 15.1 Assess all residential, commercial, and industrial developments for their impacts on police services. Where the adequate protection cannot be provided due to high project-related needs, or where there is the potential for significant reduction in the level of police service elsewhere

in the City due to the proposed project, require the developer to provide onsite security or other protection measures.

- 15.2 Require that residential, commercial, and industrial developments be designed to incorporate those crime-prevention features outlined on pages II-28 to II-30 which are deemed appropriate by the City police department.
- 15.3 Require that street lighting shall be provided in residential, commercial, and industrial areas to discourage crime.

OBJECTIVE:

- 16.0 Maintain fire prevention engineering, fire-related law enforcement and investigation, and public education and information programs to prevent fires to the extent possible.

POLICIES:

- 16.1 Wherever possible, require abandoned buildings or other structures or vegetative growth which constitute a fire hazard and which are not deemed suitable for renovation or rehabilitation to be demolished and removed to reduce the hazard of fire to nearby structures.
- 16.2 Assess all proposed residential, commercial, and industrial developments assessed for their impacts on the City's fire department. Where the potential for impacts exists, require the developer to provide adequate mitigation.

- 16.3 Require all residential, commercial, and industrial developments to be provided with fire hydrants and fire connections for use by the City fire department.
- 16.4 Require all new developments to meet applicable State and City fire codes and requirements.
- 16.5 Maintain a program of inspection of high occupancy structures within the City.
- 16.6 Maintain vigorous investigation and prosecution of arson fires.
- 16.7 Seek recovery of suppression costs on all criminally negligent or maliciously caused fires.
- 16.8 Maintain a public information and education program for schools, service clubs, retirement communities, and residents in outlying areas.
- 16.9 Require new developments to provide fire-resistant vegetation along roadways and in fire-prone areas to reduce the risk of fires.

OBJECTIVE:

- 17.0 Maintain fire suppression and emergency medical service levels as outlined in Table G.

POLICIES:

- 17.1 Require proposed residential, commercial, and industrial developments which are not within a five minute response radius of an existing fire station to contribute toward development of new fire stations or to provide onsite mitigation such as sprinklers.

- 17.2 Maintain personnel staffing required for the administration, supervision, and manpower needs to meet the other fire hazard objectives of this plan.
- 17.3 Provide and maintain a fleet of vehicles and an inventory of equipment capable of accomplishing the missions of the Fire Department with a high level of effectiveness and reliability.
- 17.4 Maintain the formal Mutual Aid Agreement with the State Office of Emergency Services and the Reciprocating Nearest Engine Concept Agreement with the Riverside County Fire Department.
- 17.5 Maintain an updated list of local, private companies for fire suppression support services.

OBJECTIVE:

- 18.0 To permit the necessary transportation, use, and storage of hazardous materials within the City of Banning, while protecting life and property from their potential deleterious effects.

POLICIES:

- 18.1 Maintain an inventory of all hazardous materials used and stored within the City and the location at which each is used.
- 18.2 Require commercial and industrial concerns within the City to provide the fire department with a list of all hazardous materials used at the site, and a description of where and how each is stored.

***"Control Hazardous
Materials"***

Table G

Fire Suppression and Emergency Medical Service Objectives
(Source: City of Banning Fire Protection Master Plan)

FIRE SUPPRESSION

CATEGORY	CONFINEMENT GOALS	RESPONSE TIMES ¹	COMPANIES
HEAVY URBAN	Confine to property of origin. Control structural loss to 20%	Extinguishing agent on fire within 6 min. Full assignment on scene within 10 minutes.	Control all commercial/industrial fires with first alarm assignment.
URBAN	Confine structure fires to room or area of origin. Confine vegetation fires to property of origin with first alarm assignment.	Extinguishing agent on fire within 6 min. Full assignment on scene within 10 minutes.	Control 90% of all urban fires with first alarm assignment.
RURAL	Confine structure fires to building of origin with first alarm assignment. Confine vegetation fires to property of origin with first alarm assignment.	Extinguishing agent on fires within 10 min. Full assignment on scene within 15 minutes.	Control 80% of all rural fires with initial attack assignment.
INTERFACE AREAS	Protect valued exposures. Hold acreage loss to a minimum.	Initiate suppression action within 10 min.	Control 80% of outlying fires with initial attack assignment.

EMERGENCY MEDICAL SERVICE

GOAL	OBJECTIVES
Provide Basic Emergency First Aid Treatment	1. Emergency Medical service treatment within 5 minutes. 2. Provide and maintain necessary equipment for any possible rescue/extrication situation as well as basic medical supplies. 3. Provide training for rescue personnel consistent to the level of Emergency Medical Technician-I.

NOTES: ¹ Response times measured from receipt of alarm.

18.3 Locate industrial and commercial areas, as well as truck routes to these areas such that materials haul routes these area is, to the extent possible, not through residential neighborhoods.

OBJECTIVE:

19.0 To be prepared to be the first responder to any and all disaster situations which occur within the City of Banning.

POLICIES:

19.1 Maintain an effective and properly staffed, trained, and equipped communications unit for receiving emergency calls, providing initial response, providing for key support to major incidents, meeting the demands of automatic and mutual aid programs as well as major incident and disaster operations, and maintaining emergency incident statistical data.

19.2 Maintain an integrated emergency management plan, including a list of all local resources for equipment, material, specialized assistance, etc.

19.3 As and when appropriate, disseminate information on emergency planning and services in Banning through existing channels such as monthly water bills.

III. Aesthetic And Cultural Resources Element

A. INTRODUCTION

The Aesthetic and Cultural Element is intended to evaluate the various community design and cultural amenities and services which are critical to the establishment of a desirable living environment. Whereas the previous elements stressed management of environmental resources and natural and manmade environmental constraints, this element focuses on the components of the community's cultural heritage and "lifestyle".

This element is divided into the following major sections:

- * Visual Resources
- * Historical and Archaeological Resources
- * School Facilities
- * Recreational Facilities
- * Library Facilities

B. AESTHETIC AND CULTURAL RESOURCES GOALS

- * Enhancement of civic pride and a "sense of community".
- * Enhancement of Banning as a desirable place in which to live, work and shop.

"Enhance With Pride"

C. VISUAL RESOURCES

1. Existing Setting

Possessing some of the most spectacular vistas in Southern California, the San Gorgonio Pass area can be seen almost in its entirety from several elevated locations along its periphery. The major aesthetic resources within the Banning study area include views of the San Bernardino and San Jacinto Mountains, the Banning Bench, and the open grasslands of the southern and northwestern portions of the City.

"Views to the Mountains"

Views within the Banning study area are dominated by the mountain ranges to the north and south. When entering the San Gorgonio Pass from the west, the dominant view is of Mount San Jacinto to the southeast of the Pass. Upon entering the Pass area and the City of Banning, the San Bernardino Mountains become the dominant viewshed factor. The San Bernardino Mountains are framed by the Banning Bench in the foreground. To the south, the open grasslands in the southern portion of the study area contribute a rural flavor to the community and represent a reminder of past ranching activities.

Although not easily visible from Interstate 10, the major transportation route in the area, the open grasslands in the northwestern portion of the study area, the Banning Bench, and the Banning Canyon are important visual resources. The northwestern grasslands are another reminder of past ranching activities, and serve to define urban activities to the east.

"Agriculture on the Bench"

The Banning Bench, currently in unincorporated territory, is the major agricultural area in the planning area. As such, it possesses scenic values not present in other portions of the planning area. From the Bench, spectacular view of the Pass area can be found. In addition the slopes of the Bench provide a foreground view for

the San Bernardino Mountains to the north, and themselves provide definition to the urban activities at their base.

Banning Canyon is another important visual resource in the planning area. The canyon possesses a relatively flat bottom bounded by high, sheer cliffs. The canyon leads into the San Bernardino National Forest, and has an environment unique to the Banning area.

"Multiple Scenic Corridors"

The 1976 City of Banning Scenic Highways Element identifies proposed scenic corridors within the City. These include Interstate 10, Banning Bench Loop, San Gorgonio Avenue, the Southern Pacific rail line, and the City entry portals.

Interstate 10 traverses the Banning study area for approximately eight miles from Highland Springs Avenue on the west to Fields Road to the east. This strip is of primary importance to the community because high volumes of out-of-area residents travelling the freeway gain their only impression of Banning from this route. Two of the highest mountains in the State (San Gorgonio and San Jacinto), usually with snow capped peaks, are visible, presenting an impressive panorama of the Pass. The outstanding degree of local topographic contrast is especially visible in the eastern portion of the route near Fields Road where a striking view of the desert floor meets the motorist. To the tourist, the unique and almost romantic alpine valley setting of the City is most evident from this route.

Beginning on San Gorgonio Avenue at Wilson Street and travelling north to the end of Bluff Road is the first section of the Banning Bench Scenic Loop. From the end of Bluff Road, the loop runs south to Gilman Street, west on Gilman to Mesa Street, and south on Mesa to Gilman, turning west to Sunset Boulevard. The loop then runs south on Sunset and back to Wilson. This route is approximately eleven

miles in length, and has an extremely impressive view along its entirety.

The sweeping expanse of the San Jacinto and San Gorgonio mountains ranges, the Pass area, and portions of the desert are all visible in a single majestic panorama from several points on the loop. The northern portion of route winds gracefully along the edge of the Banning Canyon, affording a view of the San Bernardino Mountains so vivid and of such magnitude that the viewer is easily awe inspired. Throughout the Loop, impressive geologic formations and, in season, blooming orchards enhance the visual experience. From the Sunset Boulevard section, the entire Beaumont - Cherry Valley area can be seen in addition to the Coastal Range and numerous valleys and lakes to the west. Being close to the San Bernardino National Forest, a variety of animals and birds are often seen.

Two sections of San Gorgonio Avenue were identified as being of significant scenic value. The southern end of the Avenue, from Lincoln Street south, abutts the Banning - Idyllwild Highway (State Route 243), an Official State Scenic Highway. A good view of the San Jacinto Mountains is afforded along this route. This route also acts as a entry portal from the south, giving visitors their first impression of Banning.

The portion of San Gorgonio Avenue from Nicolet to Wilson Streets is also of interest, and could be considered a continuation of the Banning Bench Scenic Loop. This two block section traverses an important civic area of Banning. The High School, athletic field, City library, Repplier Park, Municipal swimming pool, tennis courts, and Stagecoach Museum are all located on this route.

The point at which a circulation corridor enters Banning, referred to as entry portals, is the point at which

visitors will gain their first impression of the community. This is the traditional "Welcome To" location. Entry portals in the planning area include Interstate 10 and Ramsey Street at Highland Springs Avenue, Interstate 10 at Fields Road, and San Geronio Avenue at the southerly City limits.

2. Issues and Opportunities

Recognition and preservation of visual resources contributes greatly to the overall desirability of a community. The physically striking setting of the City of Banning creates much of the City's appeal as a place in which to live and do business. Thus, Banning's visual resources are also a significant economic resource for the community.

In assessing priorities for delineation of scenic routes, Banning's 1976 Scenic Highways Element identified criteria for identification of scenic routes within the City. Based on the 1976 element, the following criteria for identification of scenic areas deserving of preservation or special development guidelines can be identified:



- * Identification of the route or area as a scenic resource will support the integrity of an ecological unit and the flora and fauna constituting its scenic value and will encourage such development as may occur to include features to preserve scenic values.
- * The route or area provides access to or visually frames interesting and aesthetic manmade features such as historical and cultural sites, parks and recreation facilities, or significant open space uses.
- * The route or area is an entryway into the City, possesses scenic value, or could be influential in providing a "first impression" of the community.

- * The route is designated as a California Scenic Highway or is an extension of such a designated route leading into the community.
- * The route, area, or physical feature possesses significant visual amenities.

Although the determination of significant visual features within the community based on the above criteria is necessarily subjective, the visual impact of a feature may be evaluated in terms of its uniqueness, its size or panoramic nature, boldness of form, dominance of its presence, and the degree to which the community derives its character or reputation from the feature or area. Based on the above criteria, each of the features and routes described in the preceding existing setting section are deserving of designation as significant visual features.

"Views are an Economic Resource"

Preservation and improvement of visual features within the community is more than an aesthetic issue. Certain visual features can also be economic features for the City. Improvements to the City easterly entryway at Ramsey could spur economic investment in this area, or could help encourage freeway travelers to enter the City with consequent economic benefits. In addition, improved identification of the Banning Bench Scenic Loop could encourage freeway travelers to enter the City and ultimately utilize area commercial facilities.

In general, development within the Banning study area has occurred in a manner consistent with the preservation of community scenic values. Three specific issues can, however, be identified:

- * The proliferation of large freeway oriented signs along the western portion of Ramsey;

- * Deterioration of older commercial areas along the easterly portions of Ramsey, in particular at the easterly Ramsey - Interstate 10 interchange and in the vicinity of the San Geronio Inn; and
- * The general deterioration of some residential areas within the City.

As part of the development of the westerly portion of Ramsey as a freeway-oriented fast food center, numerous large onsite freeway-oriented advertising structures have been constructed for individual uses. While it is recognized that these uses require signing to notify freeway travelers of their location, the potential visual impacts of these signs should also be recognized. Depending on the size and placement of individual freeway-oriented signs for the ultimate buildout of west Ramsey, it is possible that views of the San Bernardino Mountains from Interstate 10 could be obscured. A balance must be achieved between the needs of individual freeway-oriented businesses for recognition by travelers and the community's overall image as a desirable small town in a pleasing physical setting.

A related issue is the proliferation of billboards (off-site advertising structures) along Interstate 10. As is the case with the on-site advertising structures discussed above, these billboards have the potential to block views of the San Bernardino Mountains from the freeway, and can serve to interfere with the community's overall "small town" image. It should be noted, however, that removal of this type of billboard is regulated by state and federal legislation, and is generally difficult.

The visual character of the the downtown area and the eastern portion of Ramsey has been deteriorating over the past several years. This deterioration is primarily an economic problem, and is dis-

cussed in greater detail in the economic development section.

As discussed in the housing section, large portions of the City's housing stock have deteriorated, and now present a significant negative image of the City. This problem is discussed in both the housing and economic development sections.

**D. HISTORICAL AND ARCHAEOLOGICAL
RESOURCES**

1. Existing Setting

a. The Beginning

The San Gorgonio Pass area has traditionally been a major travel and communications corridor between coastal and inland desert areas. Consequently, it has developed a diverse history involving Indian settlement, Mission establishments, Mexican occupation, ranching operations, and trail passage.

The early history of the San Gorgonio Pass is that of the Indians who either inhabited or passed through the area. At the time of first European contact, the San Gorgonio Pass area was apparently occupied by the Pass Cahuilla. To date, several archaeological surveys have been conducted within the City of Banning. The site records indicate the presence of a wide variety of historic and archaeological sites, including habitation sites, seed processing stations, and rock paintings. Ten archaeological sites have been recorded within the planning area, primarily along the base of the San Jacinto Mountains and along the base of the Banning Bench.

It was not until 1824 that the San Gabriel friars began construction of a mission rancho in the foothills north of present day Beaumont. The first establishment was given the name Rancho San Gorgonio. The most remote of a number of such outposts established by the Mission San Gabriel, this rancho served to control the Indians and to instruct them in agriculture and religion.

During this same period, the San Gorgonio Pass was used sporadically as a gateway between the Colorado River and the San Gabriel Mission. Initially, the route was only a foot path and required 15 to 20 days to make the trip. The amount of



traffic through the Pass increased in the 1860's, largely in response to the Civil War and establishment of Arizona Gold fields. Consequently, stagecoach service along what came to be known as the Bradshaw Trail was established. The Gilman Ranch became the principal stage stop in the Pass.

The Southern Pacific Railroad largely superseded the earlier stagecoach lines when it established tracks through the Pass in 1875. With inexpensive railroad transportation available, the raising of hay and grain began to supplant stock raising on the local ranches. The settlements of Cabazon and Beaumont began in 1875 as water stops for the railroad.

b. Historical and Archaeological Sites

"Visable Historical Past"

To this day, there remain both historical and archaeological reminders of Banning's past. To date, archaeological resource surveys have been conducted within the City of Banning and its sphere of influence. Twelve recorded archaeological sites are located within the planning area. The site records indicate the presence of a wide variety of archaeological sites including habitation sites, seed processing stations, and rock paintings.

One of the most significant historical features is the Gilman Ranch, which is considered a Point of Historic Interest by the State Office of Historic Preservation and is also listed in the National Register of Historic Places. Although the burning of the victorian-style ranch house has removed one prominent feature from the ranch, the actual land area and remaining historic structures are still considered significant. Some of the ranch features include Indian trail systems, an adobe milk house, olive groves and curing shed, barn, bunkhouse, orchards and a natural spring. The Gilman Ranch is now owned and maintained as

a historic park by the Riverside County Parks Department.

Two other points of historical interest (although not in the National Register) include St. Boniface Indian School and Cemetery, and a "pedley-type" dam. The school was renamed Boys' Town of the Desert, and was moved to Beaumont in 1969. The original buildings were torn down by 1975 due to vandalism problems. The St. Boniface School Cemetery dates back to 1890, and remains roughly intact. According to diocese and mortuary records, as well as grave markers, at least 74 persons, including Fr. Hahn who headed the school during its early years, were interred there between 1890 and 1941.

The pedley-type dam is located in Banning Canyon, and consists of loose rock encased in heavy wire. It was constructed about 1913 by William E. Pedley. The structure is still used as a check dam to encourage refilling of the underground water basin, and as riprap to prevent streambank erosion of the San Geronio River.

During 1983 and 1984, the Riverside County Historical Commission, in conjunction with the State office of Historic Preservation, conducted an inventory of historic structures within Banning. This comprehensive study located over 50 structures of "historic interest", including residences, commercial buildings, the movie theater, churches, and Banning High School. An additional 23 structures presently nominated for State listing are located within the City of Banning. These structures are identified in Table H. In general, all of the structures identified in the survey, with the exception of those already listed, are primarily of local, rather than of statewide or national significance.

2. Issues and Opportunities

As indicated by available site surveys, the primary locations of archaeological sites is along the southern and northern margins of the San Gorgonio Pass, adjacent to the San Bernardino and San Jacinto Mountains. Development in these areas could result in the loss of cultural resources unless proper site reconnaissance is undertaken prior to construction activities. It is also possible, although to a lesser degree, that development along the Pass floor could result in the loss of cultural resources.

As indicated in Table H, the list of historic structures within the Banning study area is extensive and varied. In addition, the condition of the structures identified as being of historic value is varied. It is therefore likely that some of the historic structures will be lost in the future. However, these losses are not expected to be significant. Some of the buildings included in the list of historic structures have particular historic and/or architectural value, and merit preservation.

Table H

Historical Structures Inventory, 1984

National Register

Gilman Ranch

California Points of Historical Interest

Pedley Dam (Banning Canyon)
Gilman Ranch
Saint Boniface School

Local Historical Structures Nominated for State Listing

Commercial Structures:

25 San Geronio (Odd Fellows Bldg.)
141 N. San Geronio (Tri City Stationary Bldg.)
375 N. San Geronio (American Legion Hall)
160 W. Ramsey (O'brien's Rexall Pharmacy)
185 W. Ramsey (Mason Moore Bldg.)
225 W. Ramsey (Hotel Banning)

Residential Structures:

899 W. Hays
1015 W. Hays
873 N. 1st
885 N. 1st
931 N. 1st
961 N. 1st
978 N. 1st
1119 N. 1st
1148 N. 1st
943 Linda Vista
946 Linda Vista
1118 Linda Vista
58 W. King
84 W. King
94 W. King

Source: Riverside County Historical Commission

E. SCHOOL FACILITIES

1. Existing Setting

The Banning Sphere of Influence is currently served by two school districts -- the Banning Unified School District and the Beaumont Unified School District. The majority of the planning area is served by the Banning district, except for that portion west of Highland Home Road which is served by the Beaumont district.

The schools within Banning Unified School District are as follows: Central Elementary; Hoffer Elementary, Hemmerling Elementary; Coombs Intermediate; Banning High; and Ramsey Continuation in Cabazon. Beaumont Unified School District facilities serving the western portion of the planning area are as follows: Wellwood, Palm, and Summit Elementary Schools; Mountain View Intermediate; Beaumont High School; and San Andreas Continuation High School. Statistical data for these schools is presented in Table I.

As can be seen from the preceding table, the organizational structure in the Banning and Beaumont Unified School Districts is different from traditional elementary school structures. Area students throughout each district attend a common school for specific grade levels. The only exception is that the Banning Unified School district provides kindergartens at each elementary school. Because of this structure, neither district is divided into attendance zones.

2. Issues and Opportunities

Future development of the Banning study area will significant increase student loads on both the Banning and Beaumont Unified School Districts (see Table J). Since both the Banning and Beaumont school district facilities are operating near capacity, significant new construction by the two districts will be necessary to

accommodate projected student loads. Because of the difficulties of school construction financing, creative methods of raising capital funds will be necessary.

A wide variety of financing methods for school acquisition and classroom construction have been utilized in other communities. These methods include development fees collected at the building permit stage and used for relocatable classrooms, creation of Mello-Roos Community Facilities Districts, and temporary financing through local redevelopment agencies paid back through State funding programs. Ultimately, any school district program for acquisition and development of school sites will require a coordinated approach between the affected school district and the City of Banning.

Table I
Existing School Facilities

Banning Unified School District

<u>Site</u>	<u>Grades</u>	<u>Enrollment 10/17/84</u>	<u>Designated Capacity</u>
Central	K - 2	710	690
Hoffer	K, 3 - 4	581	480
Hemmerling	K & 5	410	390
Coombs	6 - 8	771	750
High School	9 - 12	894	900
Ramsey	K & 9 - 12 Continuation	130	210

Beaumont Unified School District

<u>Site</u>	<u>Grades</u>	<u>Current Enrollment</u>	<u>Design Capacity</u>
Wellwood	K - 1	366	452
Palm	2 - 3	388	435
Summit	4 - 6	585	652
Mt. View	7 - 8	409	444
Beaumont	9 - 12	718	780
San Andreas	9 - 12	60	72

Source: Banning Unified School District
Beaumont Unified School District
Deutsch Property Specific Plan EIR

Table J
Projected Year 2010 Student Loads

Banning Unified School District

<u>New Residen- tial Units</u>	<u>Grade Level</u>	<u>Generation Factor</u>	<u>Increase in Enrollments</u>
895	Total K-12	0.5	448

Beaumont Unified School District

<u>New Residen- tial Units</u>	<u>Grade Level</u>	<u>Generation Factor</u>	<u>Increase in Enrollments</u>
3,650	K-1	.0506	185
3,650	2-3	.0536	196
3,650	4-6	.0809	295
3,650	7-8	.0566	207
3,650	9-12	.1076	392
	Total K-12	.3492	1,275

F. RECREATIONAL FACILITIES

1. Existing Setting

The City of Banning Parks Department is responsible for maintenance of City parks within the incorporated portions of the planning area. The Banning Community Services Department is responsible for providing recreational programs. The Riverside County Parks Department is responsible for regional park facilities throughout the planning area.

There are currently about 34 acres of parkland within the City of Banning. The six existing parks include Repplier, Sylvan, Pass Valley, Lions, Carpenter-Hamilton, one unnamed park and Gilman Ranch Historic Park.

Repplier Park is located on the northeast corner of George and fourth Streets, and consists of one lighted ball field, two tennis courts, play area, park bowl area, and picnic and restroom facilities. Sylvan Park is located on west Nicolet Street between Grove Street and Park Street, and includes one ball field, playground area, and picnic and restroom facilities. Pass Valley Park, located at 1101 East George Street, provides a basketball court; restrooms; and proposed playground areas, volleyball court, and picnic areas.

Three lighted ball fields, restrooms, and play areas are located at Lions Park, which is at the northwest corner of Charles and Hargrave Streets. Carpenter-Hamilton Park is a mini-park with seating area located at the northeast corner of San Gorgonio Avenue and Ramsey Street. An unnamed park is located on nine acres south of Interstate 10 east of Eighth Street.

Recreation programs currently provided by the City Community Services Department include youth and adult sports, senior citizen activities, and special interest programs. Youth sports include such

activities as flag football, girls' softball, basketball, and "Crazy Olympics". The various adult sports include various softball leagues, volleyball, and basketball. Special interest programs include numerous classes such as jazzercise, ballet, tiny tots, toddler gym, day camps, carnivals, and lifesaving and swimming lessons. Recreational facilities used for the various programs include the Community Center, Senior Citizens Center, and municipal pool.

In addition to City parks and activities, Riverside County maintains Gilman Ranch Historic Park and regional parks which serve planning area residents. County parks within close proximity to the planning area include the 414 acre Bogart Park and 90 acre Valley Hi Park. Bogart Park is located 4.5 miles north of the City of Beaumont at the north end of Cherry Valley, and provides camping facilities, picnic areas, fishing activities, and riding and hiking trails. Valley Hi Park maintains hiking/interpretive trails and picnic facilities. It is located 8.5 miles south of Banning on State Route 243. The Riverside County Parks Department utilizes a standard of one acre of local park and 25 acres of natural area per 1,000 population as a recommended park standard. By this standard, there is currently adequate park area to serve City residents.

2. Issues and Opportunities

"Need for Future Parks"

In order to meet the future needs of Banning residents, several types of recreational facilities, ranging from small tot lots and "vest pocket" parks to large regional park facilities, will be needed. Basic criteria for the provision of public parks and specialized recreation facilities are shown in Table K.

Table K

**Criteria for Provision of Public Parks and
Private Recreational Facilities**

Park Facilities

<u>Classification</u>	<u>Acres/1,000 Population</u>	<u>Size Range</u>	<u>Population Served</u>	<u>Service Area</u>
Play Lots	(Not applicable)	2,500 sq. ft. - 1.0 ac.	500 - 2,500	Sub-neighborhood
Vest Pocket Parks	(Not applicable)	2,500 sq. ft. - 1.0 ac.	500 - 2,500	Sub-neighborhood
Neighborhood Parks	2.5 acres	Min. 5.0 ac. - 20.0 ac.	2,000 - 10,000	1/4 to 1/2 mile
Community Parks	2.5 acres	20.0 ac. - 100.0 ac.	10,000 - 50,000	Within 1/2 hour driving time
Regional Parks ¹	20.0 acres	250 ac. and larger	Serves entire population in smaller com- munities	Within 1 hour driving time

¹ Regional park facilities are provided by Riverside County Parks Department.

Table K
Criteria for Provision of Public Parks and
Private Recreational Facilities
(cont'd)

Specialized Facilities

<u>Facility</u>	<u>Facilities per Population</u>	<u>Comment</u>
Baseball Diamonds	1 per 6,000	Regulation 90 feet
Softball Diamonds and/or youth ball fields	1 per 3,000	
Tennis Courts	1 per 2,000	Best in groups of 4
Basketball Courts	1 per 500	
Swimming Pools (public)	1 per 10,000	
Skating Rinks	1 per 30,000	
Outdoor Theaters (non commercial)	1 per 20,000	
Golf Courses	1 per 25,000	

By Percentage of Area:

The National Recreation and Park Association recommends that a minimum of 25% of new towns, planned unit developments, and large subdivisions be devoted to parks, recreational facilities, and/or open space.

Source: National Recreational and Park Association

Neighborhood parks normally serve a population of 2,000 to 5,000. Generally, these parks should provide for three main types of recreation: open areas for passive recreation and relaxation; active sports areas for baseball, basketball, and other court games; and a neighborhood center for neighborhood groups such as Boy Scouts, senior citizen groups, craft classes.

Community parks provide for activities that require more space and for specialized functions which must serve a larger population in order to be justified. Regional parks meet those large scale needs not served by state and national facilities, riding and hiking trails, and private recreational facilities. These parks are either 1) relatively large (in excess of 250 acres), providing the impression of remoteness, spaciousness, diversity of use, and environment, or are 2) small in size, and of historical, geographic, cultural or recreational interest to a broad spectrum of the population.

Based on Table K and projected area population, future population growth will increase the City's population sufficiently to support a 53 acre community park by the year 2000. In addition, population increases will also support two or three new neighborhood parks totaling 19.75 acres. It should be noted, however, that the two major approved planned residential communities, the Presley and Deutsch projects, will be providing private recreational facilities for project residents, reducing the need for provision of public park facilities.

Expected population growth will additionally support several new specialized recreation facilities including one new baseball diamond, two new softball diamonds, three new tennis courts, and one non-commercial outdoor theater. By the year 2010, population within in the Banning city limits will be sufficient to support a

golf course; a 150 acre golf course is planned as part of the Presley project.

The primary method of acquiring lands for public park development is through dedications and fees collected from new residential developments. The Quimby Act allows local jurisdictions to require residential subdivisions to include dedication of lands for parks or the payment of fees in lieu of dedications. To make such a requirement, the local jurisdiction must first have adopted policies and standards for park provisions either in its general plan or in an applicable specific plan. To meet this requirement, the criteria for provision of recreational facilities contained in Tables J and K will be utilized as standards for dedication of park land or payment of fees in lieu of dedication. The Quimby Act is generally limited to acquisition of park lands. In addition, local jurisdictions may adopt parkland improvement fees.

G. LIBRARY FACILITIES

1. Existing Setting

The City of Banning maintains a library located at 21 West Nicolet Street. Library services are available to both incorporated and unincorporated residents of the planning area. As population increases within the planning area, library facilities will need to be expanded accordingly.

2. Issues and Opportunities

The American Library Association has prepared interim guidelines for libraries serving communities under 50,000 population. These are shown in Table L. As can be seen, based on these guidelines, future growth expected in the City of Banning will require significant expansion of its present library facilities.



Table L

Guidelines for Required Library Space

Population served	Shelving Space*		Amount of floor space, sq ft	Reader space, sq ft	Staff work space, sq ft	Estimated additional space needed, sq ft±	Total floor space, sq ft
	Size of book collection, volumes	Linear feet of shelving†					
Under 2,499	10,000	1,300	1,000	Min 400 for 13 seats, at 30 sq ft per reader space	300	300	2,000
2,500-4,999	10,000, plus 3 per capita for pop. over 3,500	1,300 Add 1 ft of shelving for every 8 vols over 10,000	1,000 Add 1 sq ft for every 10 vols over 10,000	Min 500 for 16 seats Add 5 seats per 1,000 over 3,500 pop served, at 30 sq ft per reader space	300	700	2,500, or 0.7 sq ft per capita, which ever is greater
5,000-9,999	15,000, plus 2 per capita for pop over 5,000	1,875 Add 1 ft of shelving for every 8 vols over 15,000	1,500 Add 1 sq ft for every 10 vols over 15,000	Min 700 for 23 seats Add 4 seats per 1,000 over 5,000 pop served, at 30 sq ft per reader space	500 Add 150 sq ft for each full-time staff mem- ber over 3	1,000	3,500, or 0.7 sq ft per capita, which ever is greater
10,000-24,999	20,000, plus 2 per capita for pop over 10,000	2,500 Add 1 ft of shelving for every 8 vols over 20,000	2,000 Add 1 sq ft for every 10 vols over 20,000	Min 1,200 for 40 seats. Add 4 seats per 1,000 over 10,000 pop served, at 30 sq ft per reader space	1,000 Add 150 sq ft for each full-time staff mem- ber over 7	1,800	7,000, or 0.7 sq ft per capita, which ever is greater
25,000-49,999	50,000, plus 2 per capita for pop over 25,000	6,300 Add 1 ft of shelving for every 8 vols over 50,000	5,000 Add 1 sq ft for every 10 vols over 50,000	Min 2,250 for 75 seats Add 3 seats per 1,000 over 25,000 pop served, at 30 sq ft per reader space	1,500 Add 150 sq ft for each full-time staff mem- ber over 13	5,250	15,000, or 0.6 sq ft per capita, which ever is greater

SOURCE: American Library Association, Subcommittee on Standards for Small Libraries; Public Library Association, Interim Standards for Small Public Libraries, Guidelines Toward Achieving the Goals of Public Library Service (Chicago: The Association, 1962), p. 15. This brief 16-page report is based on standards set forth in ALA's Public Library Service: A Guide to Evaluation with Minimum Standards. It is intended to provide interim standards for libraries serving populations of less than 50,000 until these libraries can meet the standards of ALA's Public Library Service.

* Libraries in systems need only to provide shelving for basic collection plus number of books on loan from resource center at any one time.

† A standard library shelf equals 3 lin ft.

‡ Space for circulation desk, heating and cooling equipment, multipurpose room, stairways, supplies, toilets, etc., as required by community needs and the program of library services.

**H. AESTHETIC AND CULTURAL RESOURCES
OBJECTIVES AND POLICIES**

OBJECTIVE:

***"Preserve Significant
Visual Features"***

20.0 Preservation of significant visual features within and visible from the planning area.

POLICIES:

20.1 Incorporate significant natural features into project the design of new projects, rather than removing them.

20.2 Encourage reintroduction of natural elements and significant features as part of the design review process, particularly where significant existing visual features have been removed by necessity.

20.3 Maintain low-profile development patterns so that views of the mountains to the north and south can be preserved.

20.4 Require that circulation patterns within newly developing portions of Banning follow natural contours, thus requiring a minimum of grading.

20.5 Enhance existing and planned scenic routes by limiting land uses within scenic corridors to those which are compatible with the aesthetic values of these areas.

20.6 Require new electrical and communication lines to be placed underground wherever possible.

20.7 Wherever possible and consistent with sound environmental planning and PUC regulations, require existing above ground electric

and communication lines to be placed underground whenever roadways or electrical/communication lines are built or rebuilt.

20.8 Require the design, materials, color, and location of outdoor signs to the blend with the surrounding natural and manmade environment. Use natural materials wherever possible, and limit the size of signs to the minimum size necessary for identification.

20.9 Encourage the development of vista points with interpretive displays, roadside rests, or information kiosks along scenic routes where appropriate.

20.10 Work with Caltrans to plant the borders of Interstate 10 with trees and shrubbery, providing view corridors where attractive views or the potential for attractive spaces exists.

20.11 Require that road construction and reconstruction along roadways possessing significant scenic vistas be engineered to protect those vistas.

OBJECTIVE:

21.0 Preservation of Banning's unique historical and archaeological resources for future generations.

POLICIES:

21.1 Prior to City permit approval or issuance of building permits, in areas with a potential for containing archaeological resources, require that an archaeological field survey, including consultation with qualified representatives of Indian groups, be conducted.

"Encourage Vista Points"

21.2 Include as a condition of approval on all development projects the following:

"If cultural resources are discovered during project construction, all work in the area of the find shall cease, and a qualified archaeologist shall be retained by the project sponsor to investigate the find, and to make recommendations on its disposition. If human remains are encountered during construction, all work shall cease and the Riverside County Coroner's Office shall be contacted pursuant to procedures set forth in Section 7050.5 of the Health and Safety Code."

21.3 Support and encourage efforts to have those historical buildings in Banning worthy of preservation, particularly those structures along Ramsey Street, designated as historical landmarks.

21.4 Where feasible, support efforts by private developers to renovate or rehabilitate historical structures with redevelopment funds.

21.5 Support and encourage educational programs related to Banning's cultural and historical heritage.

OBJECTIVE:

***"High-Quality
Educational Features"***

22.0 Ensure that all Banning residents have access to high-quality educational facilities, regardless of their socioeconomic status or location in the City.

POLICIES:

- 22.1 For all residential developments, consider the impact of the proposed project on the local school district as part of the project approval process; provide local school districts with copies of all development proposals that may cause a significant increase in enrollments.
- 22.2 Include as a condition of approval on all development projects the following:
"Prior to the issuance of building permits, the project sponsor shall submit evidence to the City that all legally established school fees have been paid."

OBJECTIVE:

- 23.0 Maintenance of public and private recreational facilities in accordance with Table K.

POLICIES:

- 23.1 To the extent possible, acquire lands sufficient to maintain the City's parkland objectives through dedication or purchase prior to or concurrent with urban expansion in an area. Time the development of recreational facilities to coincide with expansion of urban development.
- 23.2 Locate neighborhood and community parks so that all Banning residents are, to the extent possible, within one-half mile of recreational facilities.
- 23.3 Wherever possible, locate parks adjacent to school facilities to maximize recreational opportunities.

*"Parks Adjacent
to Schools"*

- 23.4 Pursue appropriate regional, state, and federal grant-in-aid programs to finance City park and recreational programs.
- 23.5 As an alternative to the dedication, improvement, and maintenance of public park lands, encourage the provision of private recreational facilities within residential development projects.
- 23.6 Where private recreational facilities are provided as part of a residential development, require that appropriate mechanisms be established to assure that the facilities are properly maintained, and that they remain available to residents in perpetuity.
- 23.7 Locate future parks within Banning in a manner which supports orderly development and which provides all residents with parks and recreational amenities.
- 23.8 Discourage conversion of recreational lands to other uses. Where conversion is unavoidable, require the provision of facilities of equal size and utility within the same neighborhood.

OBJECTIVE:

- 24.0 Maintenance of library facilities and reserves in accordance with the interim standards of the American Library Association (see Table L).

POLICIES:

- 24.1 Encourage inter-library loan agreements with the County library system and those of surrounding cities to provide the widest possible variety of materials to library patrons.

IV. Community Development Element

A. INTRODUCTION

The Community Development Element represents a culmination of the effort to shape the community of Banning. It is designed to outline a program for the further growth of the community and its surroundings. The Community Development Element evaluates the population, housing, employment, and land use characteristics of the community, as well as the infrastructural elements needed to support present and future development in the planning area.

This element is divided into the following major sections:

- * Population Characteristics
- * Housing and Household Characteristics
- * Economic Base
- * Land Use
- * Water Systems
- * Wastewater Systems
- * Transportation
- * Solid Waste Systems
- * Energy Facilities and Systems

B. COMMUNITY DEVELOPMENT GOALS

- * Attract a solid core of residents and occupations to provide community stability and enhance the general character of the community.

***"Effective Balance
of Land Uses and
Community Design"***

- * Maintenance of an effective balance of land uses and community design that will promote the optimum degree of health, safety, well-being, and beauty for all areas of the community, while maintaining a sound economic base.
- * Maintenance of a supply of housing suitable to the needs of and in sufficient number to serve existing and future Banning residents.
- * Maintenance of adequate housing opportunities for all economic segments of the community, regardless of age, sex, race, ethnic background, national origin, religion, family size, marital status, physical condition, or other arbitrary factors.
- * Maintenance of water supply and distribution; wastewater collection, treatment, and disposal; solid waste collection and disposal; and energy distribution systems capable of meeting the present and future needs of all residential, commercial, and industrial customers within Banning.

***"Need Balanced
Transportation
System"***

- * A well-balanced transportation and circulation system which will provide for the movement of goods, services, and people efficiently and safely within and through the City of Banning.

C. POPULATION CHARACTERISTICS

1. Growth Trends

a. Existing Setting

The population of Banning has shown a relatively slow, but steady increase. During the 1950's when the Los Angeles metropolitan area was experiencing phenomenal growth, the City of Banning also displayed a surge in population. The Federal Census showed a 46 percent increase for the City between 1950 and 1960. At the time of the 1970 Census, Banning's population grew to 12,034, a 17 percent increase over the City's 1960 population of 10,250.

Growth in Banning was extremely slow during the first part of the 1970's. By 1976, population had only grown at a 0.4 percent simple annual rate from 1970. However, the pace of growth picked up, and by 1980, there were 14,020 Banning residents. This represents an overall 1.7 percent simple annual growth rate through the 1970's. The pace of growth since 1980 has held at a simple annual rate of 3.16 percent, resulting in a 1985 City population of 16,242.

b. Issues and Opportunities

Population projections are an important and necessary determination to be made in a community's General Plan. The population projected in the near and mid term future will help guide local service agencies in their determinations as to the services and facilities which will be necessary to serve future residents.

Population projections for the City of Banning are available from a number of sources (see Figure 10).¹ Year 2000

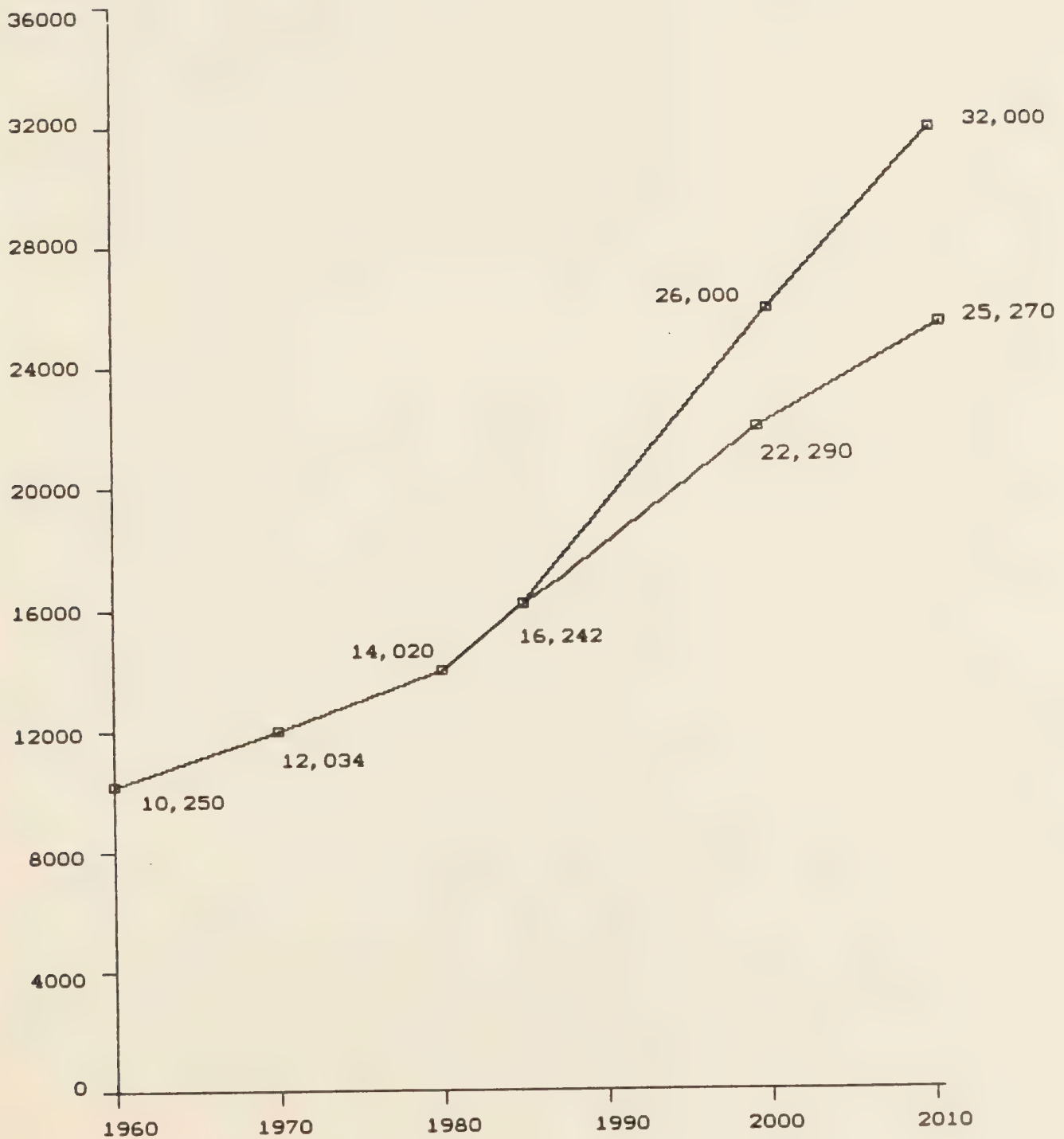
¹ Data to reflect 1985 population as shown in Table 10 was generated by applying straight-line projections to 1980 Census figures.

population projections range from a low of 21,500 to a high of 26,000. The low end projection is based on the City's master water and sewer plans which indicate a year 2000 population for the City of 21,500. A disaggregation of the SCAG-82 Modified Growth Forecast Policy indicates that Banning will have a year 2000 population of 22,290 and a year 2010 population of 25,270.

As discussed above, the population projections included in the City's master water and sewer plans and the projections derived by a disaggregation of SCAG-82 Modified population projections are remarkably similar. They are also consistent with a projection of growth trends over the past five years which would indicate a year 2000 City population of 22,500. A projected year 2000 population of 22,290 for the City of Banning thus appears reasonable, and will be utilized in this General Plan. This forecast indicates that the City of Banning's population will grow at an average of 403 persons per year.

Figure 10

Population Projections



2. Age of Population

a. Existing Setting

The age of City residents as reported in the 1980 Federal Census is shown in Table M. As can be seen, the largest age group in the City is the over 65 group, comprising 19.3 percent of the City's population. This is a significantly greater proportion of elderly residents than occurs in Riverside County (9.4 percent), but is lower than occurs overall in the San Geronio Pass area (23.5 percent). The median age of Banning residents in 1980 was 32.15 years of age. This was significantly less than the Countywide median age (36.07), and the median age of residents throughout the San Geronio Pass area (40.58).

b. Issues and Opportunities

As identified in the age of population data presented above, as well as in the data regarding number of persons per household within Banning (see Table M), senior citizens comprise a substantial proportion of Banning's population and households. In addition, it is interesting to note that although Banning has a significantly greater proportion of its population over the age of 65 than does the County, Banning's median age is lower. As can be seen, Banning's second largest population group was adults between the ages of 25 and 34. Young children also comprised a large proportion of the City's population, while mid-age adults (aged 35-54) comprised a small percentage of the City's population.

The future development of two major planned communities (Presley and Deutsch properties) will further increase the proportion of young families within the City. However, as is evident from recent proposals for senior citizen housing projects, senior citizens will continue to comprise a significant proportion of Banning's population. It is therefore important to

TABLE M
AGE OF CITY RESIDENTS, 1985

	Number	Percent
-----	-----	-----
Under 5 Years	1,317	8.1%
5-9 Years	1,280	7.9%
10-14 Years	1,221	7.5%
15-19 Years	1,308	8.1%
20-24 Years	1,231	7.6%
25-34 Years	2,157	13.3%
35-44 Years	1,472	9.1%
45-54 Years	1,434	8.8%
55-64 Years	1,688	10.4%
Over 65 Years	3,134	19.3%
Total	16,242	100.0%

Source: 1980 Federal Census

understand that housing for the elderly is not only a process of physically building units, but is a social process.

Special concerns of the elderly and factors which affect them need to be considered in project design and review. The more significant factors include:

- * Elderly people are less mobile than younger age groups. The dwelling unit, including rental units should be conceived of as home, not as transient housing;

- * The elderly desire autonomy and an environment which extends and enhances the time span of independent living. In order to enable the elderly to achieve this, they need convenient services, especially full service shopping and health care facilities, social service and activity centers, and public transportation.
- * The definition of the activity pattern for an elderly person should not be based on the assumption that their basic living activities by type are different from that of a younger person. Activities generally differ only in the way the elderly wish to or are able to conduct them.
- * The elderly wish to be a part of the community. They should not be located on physically or socially isolated parcels.
- * The elderly are concerned about physical and psychological security to a greater degree than younger people.

"Senior Citizen Housing"

Several specific factors are of special concern at the communitywide or regional scale related to success of senior citizen housing. Major medical facilities should be available within a 20 minute driving radius, and should be connected to housing sites by a public transportation system. Ambulance service must be available.

Opportunities for public involvement should be available to residents through existing facilities. Examples of such facilities include library, museum, churches, social services; community center, historical society, YMCA, community park system, and similar facilities. These opportunities should be relatively accessible by public transportation.

Existing and future land use patterns in the vicinity of a senior citizens housing project should provide immediate access to a variety of land uses compatible with and necessary for residential living. Housing for the elderly should be located within a reasonable walking distance of services. In addition, there should be paved walkways that are well lighted and maintained. Crosswalks should be marked, and for crossings at busy intersections, crossing control devices should be present.

In order to more clearly understand issues related to housing the elderly, the different types of elderly housing should be recognized. Four basic types can be defined as follows.

Independent Elderly Housing provides conventional housing facilities for self-sufficient residents who are completely independent. There would generally be no provision for special facilities or services. However, a community center or recreational area could be provided encompassing social functions as well as some minimal independent living support services.

Independent Elderly - Family Mixed Housing would provide for independent elderly persons, and be designed so as to blend in with family housing, yet be intended to function separately. Often, this type of elderly housing is developed as part of a larger residential community which is primarily family oriented. The elderly residents living in this type of development comprise the segment of the elderly population who has the means and ability to own and maintain a car, and who desires a high level of age integration.

Dependent Elderly Housing provides housing for occupants who are more or less dependent upon congregate facilities. Congregate housing is neither a nursing home nor an institution, and should be conceptualized as a housing development with supportive services being provided for

persons who desire residential accommodations, but who require or desire some measure of assistance in their everyday living activities. These supportive facilities generally include common dining facilities, and can also include housekeeping aid personal health services.

In an Independent/Dependent Elderly Mixed Housing project, a portion of the housing would serve elderly people needing some congregate services, and the other portion would house self-sufficient elderly people.

Each of the preceding categories of elderly housing has special implications for housing development programming, both in terms of the types and magnitudes of the facilities provided, and in terms of the type or types of structures used. Independent senior housing development is not closely tied to the proximity of needed services since senior in these types of development generally have access to automobiles.

Dependent senior housing, however, needs to be located in close proximity to services and facilities. The following cultural and recreational facilities should be available to elderly residents within approximately 2,000 feet of the proposed site with an adequate pedestrian/walkway system available: social services/ community senior center, community and neighborhood parks, and houses of worship. Public transportation is, however, acceptable as a valid link to these facilities if the transit stop is within 1,500 feet.

In addition to the above, the following services should be considered mandatory within about 1,500 feet of the site: supermarket, drug store, and transit stop. The following are desirable services: department of clothing store (2,000 feet), bank (2,000 feet), medical services (2,000 feet), beauty parlor/barber shop (2,000

feet), restaurant (3,000 feet), and post office (3,000 feet).

In sum, the physical design of the dwelling units, the overall housing development, and its relationship to the surrounding neighborhood must all be planned in response to the facts and realities of aging.

3. Ethnicity

The City of Banning contains two minority groups who together make up a significant portion of the City's population (see Table N). According to the 1980 Census, Spanish surnamed individuals make up 18 percent of the City's population, down from 21 percent in 1970. By comparison, Hispanic individuals make up 16 percent of the total Riverside County population.

Blacks made up 12 percent of Banning's population in 1980, down from 13 percent in 1970. Blacks account for only 4.4 percent of the total Riverside County population. As shown in Table N, the Hispanic population is fairly evenly distributed throughout the City. The black population is found primarily in the northeastern portion of the City.

Table N
Ethnicity, 1985

	White	Hispanic	Black	Other Races	Total
-----	-----	-----	-----	-----	-----
Tract 438.04					
Number	251	24	20	7	302
Percent	82.8	8.0	6.5	2.3	
Tract 441					
Number	7,120	1,179	101	324	8,724
Percent	81.6	13.5	1.2	3.8	
Tract 442					
Number	1,969	1,150	1,793	182	5,094
Percent	38.7	22.6	35.2	3.6	
Tract 443					
Number	1,340	615	45	82	2,118
Percent	65.0	29.0	2.1	3.9	
City Total					
Number	10,720	2,968	1,959	595	16,242
Percent	66.0	18.2	12.1	3.6	

Note: Census Tracts within Banning are located as follows: Tracts 441 and 442 are located north of Interstate 10 to the west and east of San Geronio Avenue, respectively; Tract 443 is located in the central portion of the City south of the freeway. Tract 438.04 covers the southwestern and southeastern portions of the City.

Source: 1980 Federal Census

D. HOUSING AND HOUSEHOLD CHARACTERISTICS

1. Existing Setting

a. Residential Market Characteristics

Construction of new housing in Banning in recent years has been slow, due to a relatively high vacancy rate (9.23 percent in 1984) and a low demand for new housing. Significant developments in the City in recent years have included a mobile home subdivision and Peacock Valley, a single-family home subdivision intended for senior citizens. Units in Peacock Valley originally intended for sale have recently been offered as rental housing, reflecting the low demand for new owner housing in the City.

Based on recent City approvals for two Specific Plans, however, trends in the future should shift towards increased production of new owner-occupied housing (detached and attached). The two specific-planned areas are the Presley Property in the southwest portion of the City -- which includes more than 4,000 homes on 963.9 acres -- and the Deutsch Property in the northwest portion of the City -- 3,850 homes on 1,404 acres.

b. Dwelling Unit Types

According to the State Department of Finance, there were 6,715 dwelling units within the City of Banning as of January 1, 1985. The majority of these dwelling units (4,867) were single family detached structures (72.48 percent). By comparison, single family dwellings made up 65.0 percent of Riverside County's housing stock. Two, three, and four unit structures accounted for 3.7 percent of the City's dwellings (250 units), but account for 6.5 percent of the County's housing inventory.

Multiple dwellings (five units or more) accounted for 11.0 percent of

*"Relative High
Vacancy Rate"*

Banning's housing units (738 dwellings), roughly similar to the proportion throughout the County. Mobile homes make up a significant portion of the housing stock within Banning and Riverside County. As of January 1, 1985, there were 860 mobile homes within the City, representing 12.8 percent of the City's housing inventory. Mobile homes make up 15.2 percent of the County's housing units.

c. Housing Conditions

(1) Substandardness. A survey of the City's housing stock was performed in 1977 by Urban Futures. For the study, Urban Futures examined all of the 5,315 dwelling units which existed at that time in the City. Each dwelling unit was examined visually and then further assessed on a parcel-by-parcel basis by an experienced field evaluator. Each parcel was rated according four categories: 1) age of structure, 2) expected remaining lifetime of structure, 3) quality of structural maintenance, and 4) condition and maintenance of premises.

Life expectancy was determined by examining the quality of original materials and construction, suitability of design for use, zoning status, quality of major structural components (such as walls and foundations) and existence and quality of major structural improvements or additions. Maintenance was rated by the existence and quality of painting and roofing repairs, correction of damage or defects, care of architectural features, exterior remodeling, and the general visible appearance or "curb appeal" of the structure. Premise condition was based on landscaping maintenance, quality of fences and other accessory structures, condition of driveways and storage facilities, whether or not debris was visible, whether or not inoperative vehicles or equipment were stored on site, the size of the lot and its acces-

sibility, status of public improvements in the area, and the general appearance of the property.

Following examination of the City's housing stock, each unit was rated and placed in one of three categories: 1) those in good condition, 2) those in deteriorated condition and in need of repair, and 3) those in dilapidated condition and beyond economical rehabilitation.

The survey found that five percent of the City's housing stock was deteriorated and in need of repair. One percent of the housing stock was determined to be dilapidated beyond economical repair and in need of demolition and replacement. The Southern California Association of Governments, in its Regional Housing Allocation Model (see Table R), identified 4.8 percent of the City's housing stock -- a total of 325 units -- as substandard and in need of rehabilitation. An additional 1.1 percent of the City's housing stock -- a total of 76 units -- are substandard and in need of demolition and replacement, according to SCAG.

According to the Urban Futures study, the highest proportions of deteriorated and dilapidated units were found in the southeast, southwest, and central portions of the City. The study indicated that 11.7 percent of the housing units in the central portion of the City (generally along the Ramsey Street corridor) were deteriorated or dilapidated. A similar proportion of the units in the southwest and southeast corners of the City -- 11.3 percent -- were found to be in deteriorated or dilapidated condition. The southeast and southwest areas are composed for the most part of single-family homes on large parcels, where poor maintenance and storage of inoperative vehicles and equipment frequently occurs, accounting for the high percentage of units in poor condition.

By comparison, only 4.5 percent of the housing units in the northwest portion of the City, where the bulk of new development has occurred, were found to be in deteriorated or dilapidated condition. A higher proportion of units in the northeast portion of the City -- 7.1 percent -- were found to be in poor condition.

d. Housing Occupancy

(1) Vacancy Rate. Generally, a vacancy rate of four to six percent is considered ideal. A lower vacancy rate indicates that housing is not being produced in sufficient quantities, and is an indicator that adequate housing choice is not available in the community. A vacancy rate in excess of six percent indicates significant housing market problems. A high vacancy rate will occur in a community which has overproduced housing, or in a community which is suffering from economic distress. Another possible reason for an excessive vacancy rate is the presence of large numbers of substandard units which are not being occupied or large numbers of seasonal dwelling units.

The vacancy rate within the City of Banning has been, and is high. A 1978 special census conducted by the California Department of finance identified a 7.88 percent vacancy rate within the City. The 1980 Census identified an overall vacancy rate of 7.87 percent. By 1985, the vacancy rate had risen to 9.24 percent.

(2) Owner/Renter Status. Although the large majority of Banning's housing stock consists of single family dwellings and mobile homes (85.3 percent), approximately 63.7 percent of the occupied dwelling within Banning are owner - occupied (see Table O).

Table O
Ownership Status Projected to 1985

	City Total Number	Percent
-----	-----	-----
Total Housing Units	6,715	
Total Occupied Units	6,095	
Owner Occupied Units	3,882	63.7
Renter Occupied Units	2,213	36.3

Source: 1980 Federal Census

(3) Overcrowding.

Overcrowding is a measurement of the adequacy of dwelling to accommodate residents. The basic standard to determine overcrowding is that the number of persons per unit should be 1.00 or less. Housing from 1.01 to 1.50 persons per room is considered to be slightly overcrowded, while housing with 1.51 or more persons per room is considered to be severely overcrowded.

The 1980 Census identified 91.4 percent of the City's housing as not being overcrowded. This figure shows no change from the 1970 Census. The 1980 Census also identified 4.9 percent of the City's occupied units as being slightly overcrowded, while 3.6 percent were found to be severely overcrowded. This represents somewhat of a decrease in slightly overcrowded units and a slight increase in severely overcrowded units from 1970 to 1980. Table P projects the 1980 Census figures regarding overcrowding to 1985.

As can be seen in Table P, overcrowding occurs more frequently in rental units than in owner-occupied units. This can be attributed to the fact that rental units tend to have fewer rooms than owner-occupied units, and that renters tend to have lower incomes and larger families than do home owners.

Table P
Overcrowding Projected to 1985

-----	City Total Number	Percent
-----	-----	-----
Total Housing Units	6,715	
Total Occupied Units	6,095	
Persons per Room Total	6,095	
1.00 or Fewer	5,573	91.4
1.01 to 1.50	300	4.9
1.51 or More	222	3.6
Persons Per Room in:		
Owner Occupied Units	3,882	
1.00 or Fewer	3,645	93.9
1.01 to 1.50	160	4.1
1.51 or More	77	2.0
Persons per Room in:		
Renter Occupied Units	2,213	
1.00 or Fewer	1,903	86.0
1.01 to 1.51	147	6.6
1.51 or More	163	7.4

Source: 1980 Federal Census

(4) Persons per Household/ Large Families. As identified in the 1980 Census, the majority of households in the City of Banning contain only one or two persons (see Table Q). This is attributable to the large number of senior citizens residents, who head slightly over one-third of the households in Banning. As shown in Table Q, 798 households are considered to be occupied by large families (five persons or more). This represents 13.1 percent of the City's total households.

Housing needs of large families are generally related to affordability and ability to find housing of sufficient size. Affordability can be assumed to be a factor in housing need, due to the higher proportion of income used by these families for non-housing expenses (such as food, clothing, etc.) as compared to households of smaller size. Due to this, larger households typically have a smaller proportion of income available for housing, with the result that affordability becomes a more significant factor in the choice of housing. In addition, due to the size of larger households, housing of sufficient size must be located, in order to avoid the overcrowding which would occur within homes of a more typical size. Due to the predominance of housing aimed at households of typical size, larger households may experience difficulty locating housing of sufficient size.

Table Q
Household Characteristics Projected to 1985
 (Source: 1980 Census)

	Number	Percent
	-----	-----
Total Persons	16,242	
Persons in Households	16,098	
Total Households	6,095	
Persons per Household	2.64	
Number of Households with		
1 Person	1,628	26.7
2 Persons	2,146	35.2
3 Persons	810	13.3
4 Persons	711	11.7
5 Persons	415	6.8
6 or More Persons	383	6.3
Head over 65 Years	2,055	33.7
Female Head	1,744	28.6
Female Head and Children under 18 Years	464	7.6

(5) Elderly-Headed Households. As previously discussed, the elderly comprise a significant proportion of Banning's population. Based on a projection of 1980 census data as shown in Table Q, slightly over one-third of Banning's households are headed by a person over 65 years of age.

Housing needs of the elderly were described earlier in this document.

(6) Female-Headed Households. As indicated in Table Q, over 28 percent of Banning's households are headed by women, this is largely due to the significant number of senior citizens in Banning. Only 26.6 percent of Banning's households headed by women have children under the age of 18 present.

The 1980 Census identified the economic status of female-headed households by the number of female-headed households above and below the Federally designated poverty line. Based on a projection of census data, 343 -- 19.6 percent -- of the the City's female-headed households have incomes below the poverty line.

As indicated by the figures above, special housing needs of female-headed households are generally related to affordability. Thus, a sufficient stock of affordable housing can be expected to meet the special needs of female-headed households.

(7) Handicapped. A projection of 1980 census data indicated that 1,424 Banning residents between the ages of 16 and 64 had a work disability, representing 15.8 percent of this age group. The number of households headed by handicapped persons cannot be estimated based on available data.

Housing needs of handicapped households are generally related to affordability and access. Due to the generally

limited incomes of this group, housing affordability is a major factor in the choice of housing, assuming that these persons are able to and choose to live independently of extended households, or group care facilities. Whether or not a handicapped person chooses to live independently, access is a major consideration in the choice of housing. Depending on the type of individual disability, this may involve access to the structure itself (as in the case of persons in wheelchairs, who may require ramps or other special access requirements) or to fixtures within the house itself (such as light switches, faucets, restroom facilities, bathtubs, etc., which may normally be inaccessible to these persons). It should be noted that these fixtures can generally be retrofitted onto existing structures, although they can be installed during construction. In addition, it should also be noted that many of the specialized fixtures necessary for handicapped persons are similar to those required by elderly persons, who may also suffer from lack of mobility.

e. Housing Price

Prices for both new and existing housing units in Banning fall into a broad range, depending on the age, condition, and location of the home. The price and market for housing is also sharply divided between the west and east sides of town, according to local real estate professionals. Housing on the west side of town tends to sell for higher prices than similarly sized units on the east side, and tends to sell more easily. Housing on the east side, according to one real estate professional, is typically sold to investors who take advantage of low down payments and then rent out the units.

The division between the west- and east-side markets is clearly discernible in the average price for a typical two-bedroom, one-bath (2Bd-1Ba), home in each area. According to real estate professionals and

based on recent sale prices, the average 20-year-old 2Bd-1Ba home on the west side of Banning sells for between \$48,000 and \$52,000. By comparison, the same typical 2Bd-1Ba home on the east side sells for between \$32,000 and \$38,000. In addition, sellers on the east side are typically more willing to ask for low down payments in order to sell the units. The relatively better market for housing on the west side is illustrated by the recent sale of an older, 3Bd-2Ba unit, which sold for \$1,000 over the \$36,500 asking price due to competitive bidding by several parties.

Resale housing in Banning at the upper end of the price scale ranges upward in price from about \$58,000 for a 3Bd-2lBa home. Price for upper-end housing is dependent on size, condition, and location, with more desirable locations in the northern section of the City generally commanding higher prices.

New housing on the market in the City ranges in price from a high of about \$72,000 for a 3Bd-2Ba unit on the west side to a low of \$55,000 for a smaller, "zero-lot-line" home in the senior citizen-oriented Peacock Valley II subdivision south of Route 10. Sales of homes in Peacock Valley II have been slow, and some of the units are presently offered as rental housing.

Rental housing in Banning is relatively inexpensive. One bedroom rentals generally run from \$240 per month and up, while two bedroom rentals run from \$300 and up. Three bedroom rentals are generally available starting at \$400.

f. Income and Housing Overpayment

The most recent data on income in the City is found in the 1980 Federal Census, which indicated a median household income in the City of Banning of \$12,122. By comparison, the median income in Riverside County was \$16,037.

According to the 1984 SCAG Regional Housing Allocation Model (RHAM), 19.8 percent of the City's population (a projected 1,206 1985 households) are considered to be in the Very Low Income category, defined as households with less than 50 percent of the County median income. More than a third of the City's population -- 34.4 percent (2,097 1985 households) -- are in the Low Income (50-80 percent of median) category, according to the RHAM. By comparison, 16.7 percent of the County's households are considered to be in the very Low Income category, while 23.5 percent are considered to be in the Low Income category (see Figure 11).

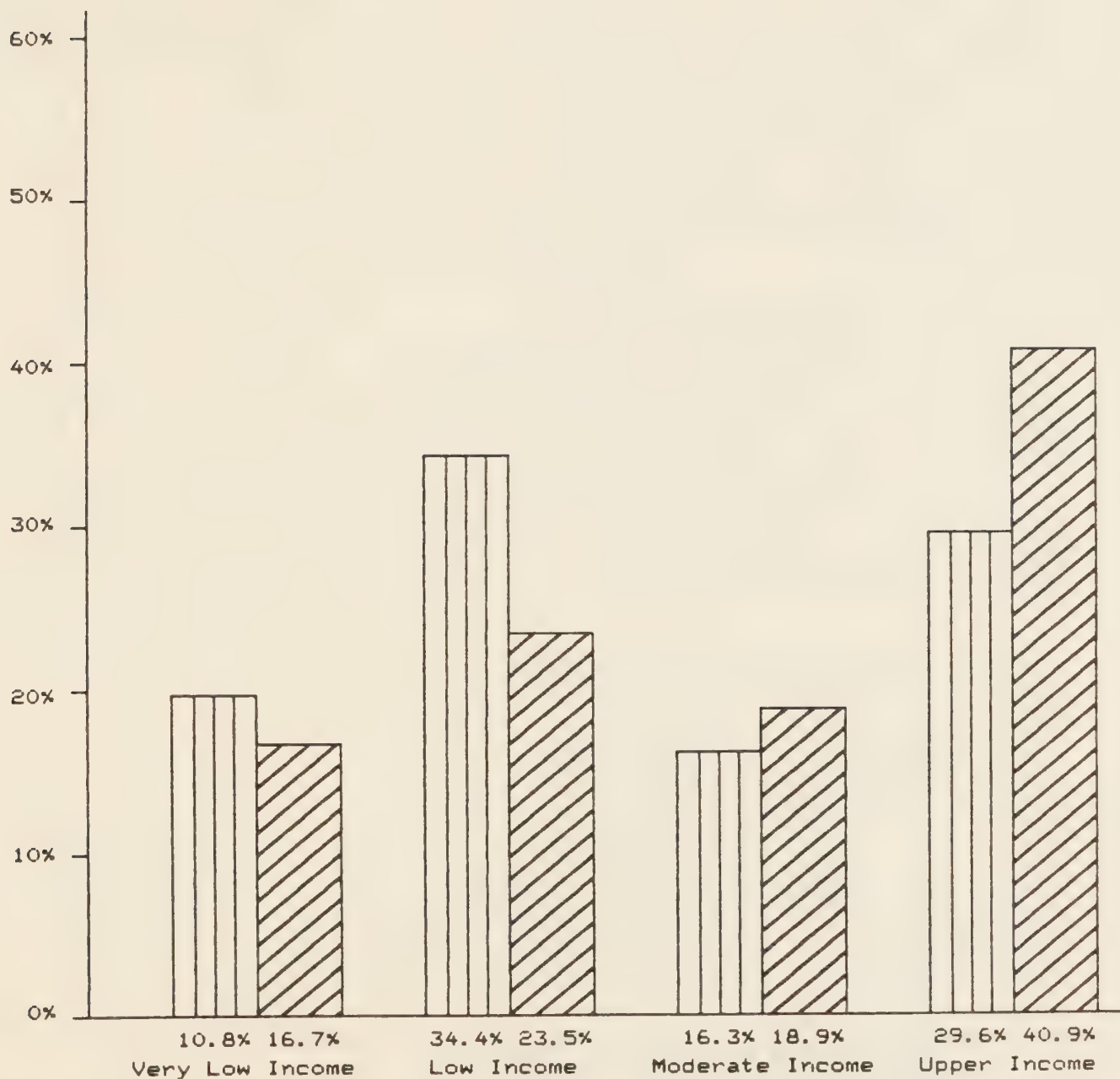
Ideally, no more than 30 percent of household income should be devoted to housing. Lower income households (those paying more than 30 percent of their income for housing are considered to be "in need". By this standard, according to the 1980 Census (updated to 1985), 1,341 or 40.6 percent) of Banning's Very Low and Low Income households are paying in excess of 30 percent of their income for housing, and are in need (see Table R). Of these, 914 (68 percent) are renters.

g. Emergency Shelter

According to Riverside County officials and persons involved in sheltering the homeless and needy in Banning, the supply of available emergency shelter is presently estimated to be exceeded by the number of persons requiring such housing. The director of Haven House Crisis Center, a newly formed organization which provides shelter to the homeless, estimated that some 200 persons in the City require emergency shelter on any given day.

Figure 11

Banning and Riverside County Income Group Distribution



LEGEND:



= City of Banning



= Riverside County

Table R

FIVE YEAR HOUSING NEEDS BY INCOME GROUP, 1985 - 1990
(Based on Regional Housing Allocation Model)

Identified Housing Needs

1.	Existing Housing Units	6,715	
2.	Existing Households	6,095	
3.	Lower Income Households Overpaying for Housing	1,341	
a.	Total Very Low Income		866
b.	Total Low Income		475
c.	Total Renter Households	914	
	Very Low Income		634
	Low Income		280
d.	Total Owner Households	427	
	Very Low Income		232
	Low Income		195
5.	Overcrowded Households	522	
6.	Substandard Units	401	
a.	Needing Rehabilitation	325	
b.	Needing Replacement	76	
7.	Five Year New Construction Needs	791 ¹	
a.	Very Low Income (0-50% of median)		151
b.	Low Income (50-80%)		250
c.	Moderate Income (80-120%)		134
d.	Upper Income (More than 120%)		256
8.	Total New Construction Needs (Line 6b + Line 7)	867	
9.	Needed Average Annual Housing Production to Achieve Five-Year Needs ²	173	

¹ Includes replacement of demolitions per RHAM.

² Includes replacement of all housing to be lost from stock over the next five years, as identified on Line 6b.

However, no permanent facility or continuously funded program exists to provide shelter to these persons. According to Haven House and H.E.L.P., a church-sponsored organization which provides surplus food, clothing and shelter to needy individuals, only limited and sporadic funding is presently available for emergency shelter. When funding is available, the homeless are provided with rooms at the 5 Star Motel. Funding for the rooms is provided by local churches through H.E.L.P. In many instances, local individuals have provided short-term housing for families and individuals in their own homes.

According to the director of Haven House, the organization presently owns a four-acre parcel of land in Cabazon with a two-bedroom mobile home, providing shelter for about four persons. Haven House plans to expand its facilities to 24 beds, dependent upon the availability of funding and government surplus mobile homes. Transportation to the Cabazon facility and to other housing locations within the City is presently available free of charge to the needy through H.E.L.P.

According to the Volunteer Center of Riverside, which operates a referral service for the homeless and needy, no permanent emergency housing is available in Banning or any other nearby area. Some churches and private citizens provide short-term shelter in more distant communities.

In addition, mothers with children are sometimes provided with overnight shelter by the Riverside County Sheriff's Department.

2. Issues and Opportunities

a. Housing Projections

SCAG-82 Modified, a projection of housing and population in the six-county Southern California Association of Governments (SCAG) region, estimates that

"Housing Will Increase Rapidly"

housing in the City of Banning will increase rapidly over the next 25 years. SCAG projects that the number of housing units will increase to 11,260 units by the year 2010. Based on the 6,715 existing 1985 housing units, this indicates an average annual growth rate of 182 housing units over the 25-year period. As shown in Figure 12, the majority of housing units will continue to be single family detached. Assuming a 7.9 percent vacancy rate¹ and using SCAG's projected 2010 population figure of 25,270 persons, this would indicate that average household size in the City will decline from the existing 2.641 persons to 2.438.

b. Need for Replacement Housing

Loss of housing stock in Banning, according to the 1984 Regional Housing Allocation Model, is estimated to be comparatively low. The 1984 RHAM, projected to 1989, estimates that five housing units will be lost from the City's housing stock between 1985 and 1990. Dwelling units lost from the housing stock are primarily expected to include units being demolished for public health and safety reasons, since they are deemed to be beyond economical repair.

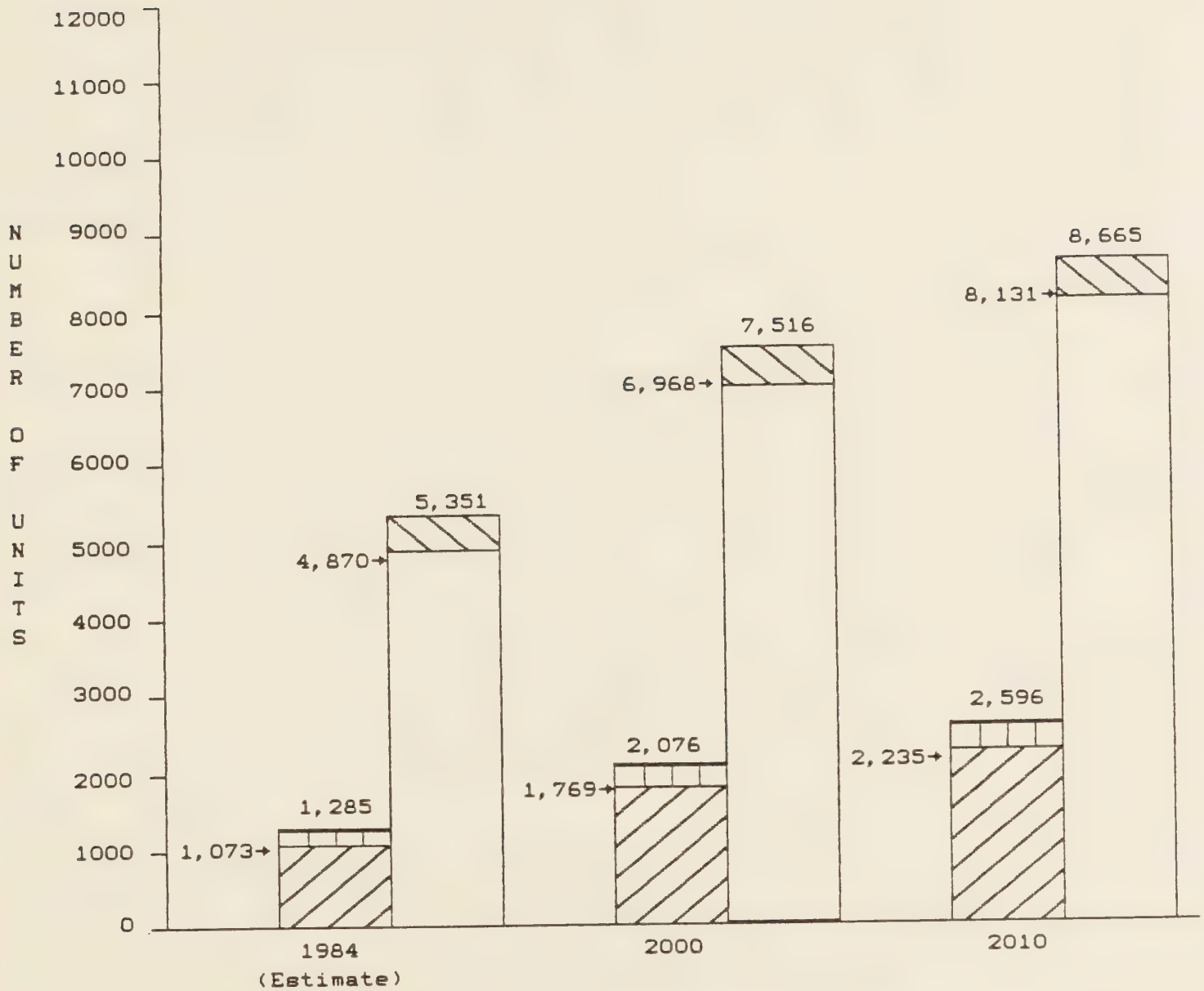
c. Implications of Housing Price

According to the SCAG Regional Housing Allocation Model (RHAM), more than one third of the households in Banning -- 2,110 or 34.6 percent -- earn more than a moderate income (at least 120 percent of County median), but are still unable to afford a median-priced home without paying more than 30 percent of their income for housing. Due to this, the RHAM defines the City as a "high cost area."

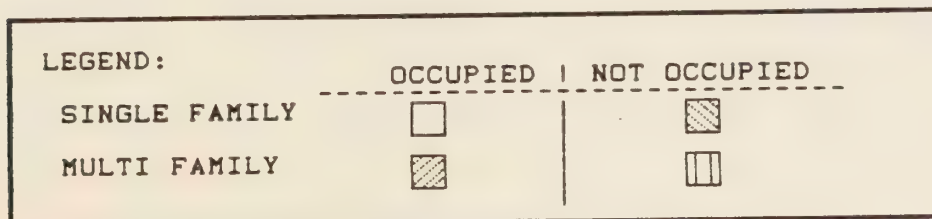
¹ The 7.9 percent projected vacancy rate is based on projections received from the Regional Institute of Southern California.

Figure 12

Projected Dwelling Units by Type



(SOURCE: REGIONAL INSTITUTE OF SOUTHERN CALIFORNIA)



Based on the assumptions contained in Riverside County's Housing Status Report¹, it has been determined that an income of \$22,058 is required to afford purchase of the average two bedroom, one bath home in Banning (\$50,000 purchase price). An income of \$28,508 would be required to purchase the average three bedroom, two bath home in Banning (\$65,000 purchase price). An income of \$800 per month is required to afford the basic one bedroom rental in Banning. A \$1,000 monthly income would be required to afford the basic two bedroom rental, while an income of \$1,333 would be required to afford the basic three bedroom rental.

**d. Future Housing Needs by
Income Group**

The Regional Housing Allocation Model prepared by the Southern California Association of Governments (SCAG), of which the City of Banning is a member, includes a breakdown of future household formation within jurisdictions. The projected households are categorized by income group: Very Low, 0-50 percent of the County's median income; Low, 50-80 percent; Moderate, 80-120 percent; and Upper, more than 120 percent. The RHAM assumes that the income distribution of future households will equal the 1984 distribution; it does not include a provision for changes in the socioeconomic character of the City's population which would affect the distribution of income groups.

According to the RHAM, and taking into account Impact Avoidance Factors, the housing needs for the City of Banning are shown in Table R. The impact avoidance factors are intended to allocate a fair share of regional low- and moderate-income housing to local jurisdictions and avoid concentrations of this type of housing.

¹ Riverside County Planning Department, County of Riverside Housing Status Report, September 19, 1984. The standard parameters for determining affordability include a qualifying ratio of 30% of income for principal, interest (12%), and taxes (1.5%).

Because the RHAM's time frame is 1983 to 1988, Table R has been updated to reflect a 1985 to 1990 time period. This was accomplished by replacing the 1983 base figures with 1985 estimated figures supplied by the California Department of Finance. In addition, households-in-need data was projected from the January 1980 figures as presented in the RHAM to January 1985. This methodology was approved by SCAG staff.²

It should be noted that the RHAM assumes that the future income distribution of Banning residents will equal the City's 1980 distribution. The RHAM does not include a provision for changes in the socioeconomic character of the community. However, data supplied by the Regional Institute of Southern California (a SCAG agency) indicates that such a shift will occur. Figure 13 illustrates projected changes in the income distribution of Banning residents through the year 2010.

e. Summary of Housing Needs

The following summary of Banning's present housing needs is taken from projections to 1984 based on the City's 1977 survey of housing condition, the 1980 Census, the 1984 Regional Housing Allocation Model, and population and housing estimates provided by the State Department of Finance.

"5% of Dwellings Need Rehabilitation"

- * 336 (5 percent of the total) dwelling units are in need of rehabilitation.
- * 81 dwelling units (1.2 percent) are too deteriorated for economical rehabilitation, and are in need of demolition and replacement.
- * 1,341 households (22 percent of the total) with incomes at or below 80 percent of the Riverside County

² Personal communication with Fred Kahane, SCAG.

Median are paying more than 30 percent of their income for housing and are in need of housing assistance. Of these, 427 are homeowners and 914 are renters.

- * 2,110 (34.6 percent) of households in the City are classified as falling within the Special Income Group, defined as households which have moderate income (80-120 percent of County median) but which are unable to afford a median-priced home without paying more than 30 percent of income for housing.

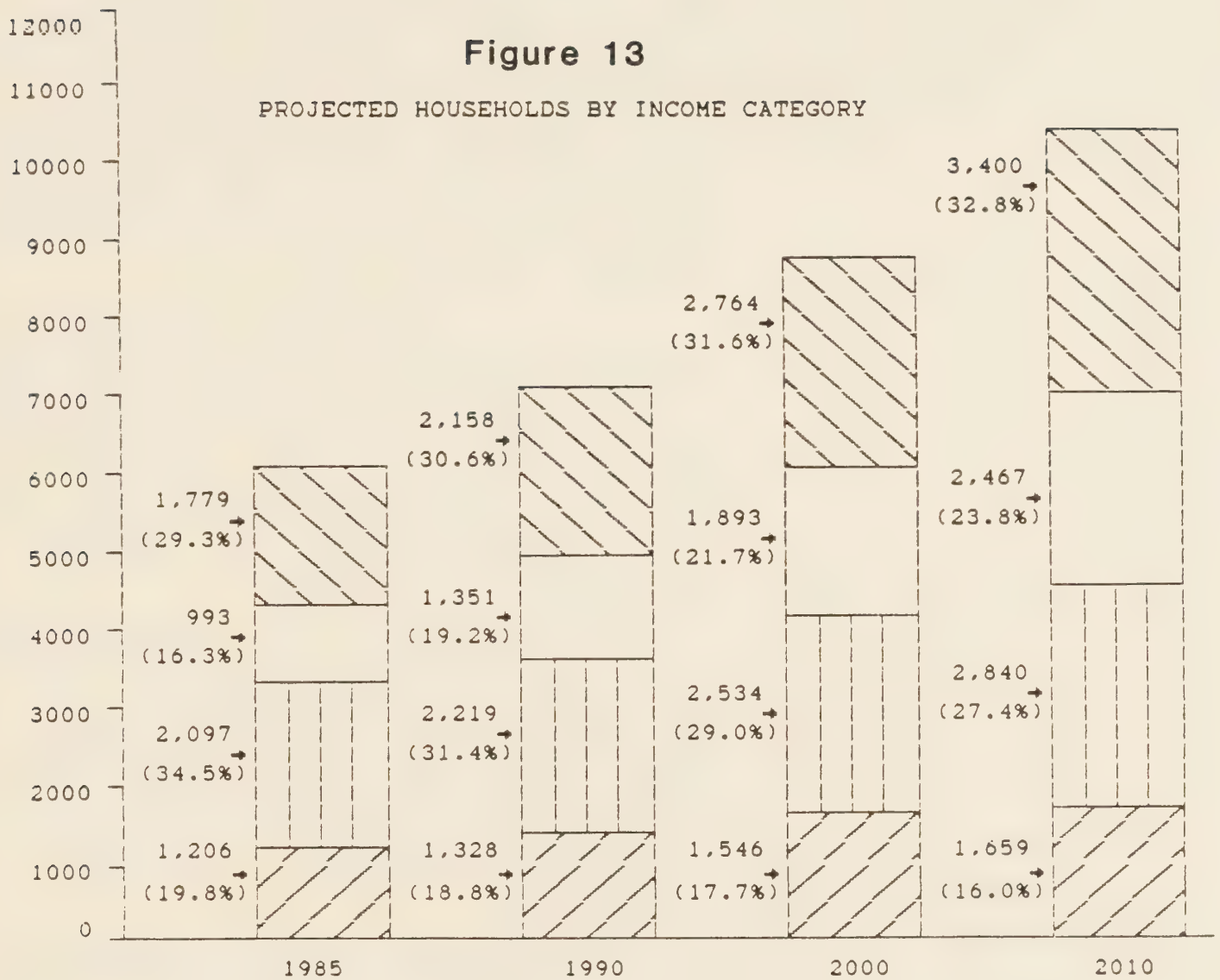
The following statements are intended to summarize future housing needs in the City of Banning, based on updates of the 1980 Census and the 1984 Regional Housing Allocation Model.

***"Need 158 New
Dwellings Per Year"***

- * An annual average of 158 new housing units per year (a total of 791 units) will be necessary over the next five years to provide for projected new household formation, to replace units lost from housing stock, and to sustain an adequate level of market vacancies to provide sufficient housing choice and limit market factors which increase housing costs.
- * New housing units need to include both rental units and mobile or manufactured homes affordable to low- and very low-income persons as well as conventional sales units.

Figure 13

PROJECTED HOUSEHOLDS BY INCOME CATEGORY



LEGEND:

Very Low Income

Low Income

Moderate Income

Upper Income

f. Opportunities for and Constraints on Housing Development

The following section is designed to assess some of the opportunities for housing development within the community with respect to residential development as well as constraints upon the production of housing. Other sections which provide related information include the discussion of local residential development market potentials (pages IV-50 to IV-51 and IV-58 to IV-59) and the section on energy resources (page IV-100)

(1) Opportunities for Residential Development. As part of the preparation of this document, an inventory of vacant lands available for housing was conducted. The results of the inventory are presented in Table S. The table includes all vacant, residentially zoned lands, including those for which subdivisions have been approved, but for which residential construction has not begun.

Based on the inventory, approximately 1,360 acres of undeveloped land are presently zoned for R-1 residential use. At a maximum density of five units per acre, this indicates that up to an additional 6,800 dwelling units could be constructed in the City. Based on the projected median household size of 2.8, these new units could house an additional population of 19,040.

In addition to vacant R-1 acreage, a total of 700 acres of land presently zoned RA are available for development at a maximum of two units per acre. This represents a potential population of 5,040 housed within 1,400 units. There are also 295 acres of vacant R-2 and R-3 land was identified as being available for multiple family residential development. These lands can accommodate 5,420 new dwelling units and 10,428 new residents.

As part of the inventory of land available for residential development, a review was undertaken of the potential for converting lands presently planned for commercial or industrial development, as well as for increased density of development in areas presently zoned for lower density residential use.

Table S
Available Residential Land Inventory
and
Potential Development

Land Type	Acreage	Maximum Density	Potential Dwelling Units Added	Potential Population Increase

Presently Vacant Land Zoned:				
RA	700.00	2 du/ ac	1,400	5,040
R1	1,360.00	5 du/ ac	6,800	19,040
R2	80.00	14 du/ ac	1,120	2,688
R3	215.00	20 du/ ac	4,300	7,740
SP	2,368.00	Variable	7,985	20,761
Subtotal	4,723.00		21,605	55,269
Residential Increases Gained Through Upzoning of Areas Presently Zoned:				
RA	350.00	5 du/ ac	1,050	3,780
R1	85.00	14 du/ ac	765	1,836
R2	60.00	20 du/ ac	360	648
Subtotal			2,175	6,264
Residential Increases Poten- tially Gained Through Rezoning of Commercial and/or Indus- trial Areas				
	100.00	20 du/ ac	2,000	3,600
Residential Increases From Potential Annexation of Lands Within City Sphere of Influence				
	3,640.00	0.5 du/ ac	1,820	6,552
TOTAL POTENTIAL RESIDENTIAL DEVELOPMENT			27,600	67,596

Currently, the downtown redevelopment plan provides for high density residential uses, although these lands are zoned for commercial use. In addition, certain portions of east Ramsey, currently planned for commercial use could be converted to residential use (see discussion of development alternatives for east Ramsey on page IV-43. As shown in Table S, as many as 100 acres of residential land might be available, accommodating as many as 2,000 dwelling units and 3,600 new residents.

Finally, there might be a potential for increasing the permitted development density in certain areas presently zoned for lower density residential use. As shown in Table S, permitted development intensity of 495 acres might be increased to permit the development of 2,175 additional dwelling units more than now permitted, housing an additional 6,264 residents. Finally, areas within Banning's Sphere of Influence could potentially provide 1,820 additional dwelling units with a population of about 6,552 as shown in Table S.

Thus, there is a potential for providing an additional 27,600 dwelling units within the City of Banning, housing an additional 67,596 residents. This indicates that sufficient residential land is available to support projected residential growth well beyond the year 2010.

It should be noted that all the land identified in Table S as available for construction of residential units will be available over time as master-planned infrastructure improvements (roadways, sewer, water, etc.) are constructed to serve these lands. The majority of these lands presently have services available, or can have services extended to serve them without undue burden; thus, no constraints related to availability of land will exist over the five-year period examined in this document.

Prices for residential land within the City of Banning, as reported by real

***"Housing Prices Are
Similar to Those
in Surrounding
Communities"***

Prices for residential land within the City of Banning, as reported by real estate professionals, are generally similar to those in surrounding areas. Prices vary within the City by location, with a standard residential lot with curb and gutter and services selling for approximately \$5,200 in the eastern portion of the city, \$12-17,000 in the central portion, and \$33,000 in the western portion (it should be noted that lot sizes in the western portion are generally larger; however, even discounting the larger size, residential is more expensive in this area). Larger acreages are available for approximately \$29,-30,000. Although the price of land within the City, as noted above, is generally similar to that in surrounding areas, the market for land within Banning is somewhat "softer," with land being generally difficult to market (according to real estate professionals, this is due primarily to the location of the City relatively farther from large employment centers as compared to other cities).

***"Fees are Equal to
or Below Those of
Other Agencies"***

(2) Constraints Upon Housing Production and Affordability: Governmental Constraints. With the revenue limitations placed on local governments as a result of Propositions 4 and 13, development fee structures have become an important part of municipal funds. The result of these fees is an increase in housing costs. This is of particular importance in the City of Banning, which has a highly price-sensitive housing market. The City has attempted to keep development processing fees to a minimum (see Table T). The fees reflected in Table T are equal to or below those required by other jurisdictions within the County, and do not present a constraint to housing production.

HOUSING AND HOUSEHOLD CHARACTERISTICS

Table T

Permit and Hookup Fees for Residential Construction

FEE SCHEDULE

PLANNING

(1)	Environmental Assessment Review	175.00
(2)	Environmental Impact Report Review	750.00 + 10.00 per hour for any staff hours over 50
(3)	Conditional Use Permit Non-Residence Residence	750.00 750.00 + \$5.00 per residential unit
(4)	Land Use Permit	75.00
(5)	Variance	100.00
(6)	General Plan Amendment	610.00 + 10.00 per acre
(7)	Specific Plan	2,285.00 + 10.00 per acre
(8)	Zone Change	575.00
(9)	Annexation Processing Fee	750.00 + 10.00 per hour for any staff hours over 75
(10)	Tentative Map Subdivision (4 or fewer lots) Subdivision (5 or more lots)	405.00 + 10.00 per lot 715.00 + 10.00 per lot
(11)	Tentative Map - Time Extensions	400.00
(12)	Certificate of Compliance/Lot line Adjustment	125.00 + 10.00 per lot
(13)	Amendments Zone Text Change Conditional Use Permit	250.00 150.00
(14)	Miscellaneous Appeals	165.00

ENGINEERING

(1)	Tentative Map Subdivision Parcel Map Condominium Mobile Home Park Mobile Home Subdivision	350.00 + 18.00 per lot 180.00 350.00 + 1.20 per D.U. 350.00 + 1.20 per space 350.00 + 9.00 per lot
(2)	Final Map Subdivision (4 or fewer lots) Subdivision (5 or more lots) Parcel Map Condominium Mobile Home Subdivision Mobile Home Park	Included in Item 3 Included in Item 3 350.00 + 18.00 per lot 350.00 + 6.00 per D.U. Included in Item 3 600.00 + 1.20 per space
(3)	Plan Checking Improvement Plans	170.00 per lot (first 50 lots) 120.00 per lot (51 lots and up)
(4)	The fee for inspection of construction of the public facilities for residential, commercial, industrial developments shall be 3 percent of the estimated cost of the public improvements. This estimated cost shall be determined and approved by the City Engineer. This fee shall be paid prior to issuance of permits for construction.	

* MAPS

Zoning/Sewer/Water/Street, etc.	3.00 each
---------------------------------	-----------

"Streamline Approval Processes"

In addition, City staff seeks in all cases to streamline approval processes wherever possible. Conditional use permits, rezones, tentative maps, and plan checks are all processed within one month, assuming that no environmental documentation is necessary, and assuming that there are no special issues affecting the project. If environmental processing is necessary, or if it is necessary to resolve special issues, processing times are streamlined to the extent possible within statutory limits governing review periods.

Housing costs are also affected to a degree by the stringency of local construction standards, which determine the type of construction materials and methods which must be used.

Banning has adopted the Uniform Building Code (UBC), which establishes minimum construction standards. Localities may set more stringent standards; however, the City of Banning, in recognition of the effect of more stringent standards on housing costs, has chosen not to do so.

On the other hand; local agencies may not adopt standards lower than those set down in the UBC (i.e., a local agency may choose to adopt only the Electrical Code, Mechanical Code, Etc., or any combination of codes, rather than the entire UBC). Therefore, the City does not have the opportunity to adopt the more lax building standards which could reduce the price of new housing construction. No constraints related to enforcement of the building code on housing production, affordability, or maintenance have been identified.

Another factor adding to the cost of new construction is the cost of providing adequate infrastructure -- major and local streets; curbs, gutters, and sidewalks; water and sewer lines; and street lighting -- which are required to be built or installed in new developments. These infrastructure improvements are, in most

cases, dedicated to the City, which is then responsible for their maintenance. The cost of these facilities is borne by developers, is added to the cost of new housing units, and is eventually paid for by the homebuyers or property owners.

As discussed in the section on infrastructure, new development often necessitates significant improvements to the community's water, sewer, electrical, and/or street systems. To reduce any of these required improvements would severely impair the City's ability to provide and maintain adequate public services. In approving residential developments, the City has attempted to require construction of only those improvements which are truly necessary.

At the outset of the general plan update program, a detailed review of the existing general plan and municipal code was conducted. Some Municipal Code provisions (including zoning ordinance provisions) could create potential constraints on the provision of housing.

Chapter 11B of the Municipal Code establishes provisions for amendment of the Banning General Plan. This chapter requires that a specific plan be prepared concurrently with general plan amendments on parcels greater than five acres in size. The purpose of this ordinance is to discourage "speculative" general plan amendments for which the project sponsor has no particular project in mind. However, in cases, a specific plan may not be the appropriate permit to require. For example, in cases where a tentative map, conditional use permit, or site plan would ordinarily be all that is required, Chapter 11B could require an additional, and otherwise inappropriate, permit procedure to residential development.

Special requirements have been established in the zoning code for Planned Unit Developments (PUD), mobile homes, and condominiums. The PUD requirements represent

the greatest effort to allow flexibility in the regulation of design by allowing flexible design standards. However, these provisions may be applied only to parcels five acres in size or greater. Thus, the five acre minimum size requirement may preclude the use of flexible design techniques to solve infilling problems which exist due to irregular lotting patterns or pre-existing uses.

(3) Constraints Upon Housing Production and Affordability: Nongovernmental Constraints. According to local developers, land and construction costs in Banning are moderate. Land costs are generally comparable to nearby areas, and are lower than in metropolitan areas to the west (e.g. Riverside, San Bernardino). In addition, construction costs average about \$35 per square foot for standard construction, similar to the area average.

While interest rates have declined from their recent high levels, they are still high in relation to the present inflation rate. At a time when inflation was 13 percent, construction loans were 18 to 20 percent, and mortgage rates ranged from 16 to 18 percent. At present, the inflation rate has been approximately 4 percent, while construction loans are charged at 12 to 14 percent interest and mortgage loans are 11 to 13 percent.

Thus, in terms of constant dollars, interest rates have not significantly dropped, and in some cases are higher than they were previously. High real interest rates also tend to result in deferred maintenance and rehabilitation efforts. This is due in part to a reluctance on the part of many lending institutions to make rehabilitation loans or to make mortgage loans in declining neighborhoods.

On the whole, the construction of new housing is caught in a financial squeeze: real interest rates are high; the amount of money available to finance housing con-

struction is limited, and must compete with other types of investments which offer higher returns; and the rehabilitation of deteriorating, older dwelling units is often infeasible.

E. ECONOMIC DEVELOPMENT

1. Introduction

The City of Banning, together with much of the San Geronio Pass, has developed relatively slowly since the 1880's. Initially, Banning's growth paralleled the increasing movement of commodities and people through the Pass to and from west coast ports, gradually diversifying into agriculture, and finally developing a more urban character. Completion of the Interstate 10 freeway in 1963 substantially reduced the City's ability to attract business from traffic enroute to and from desert resorts -- its commercial mainstay. This is particularly evident in the eastern portion of the City along Ramsey Street.

2. Existing Setting

a. Economic Base

Although Banning retains an extensive commercial strip and a modest amount of industrial development, the City has become primarily residential in character. The Pass area's regional shopping needs have been, and will most likely continue to be met by the major shopping malls in the Riverside/San Bernardino and Palm Springs areas. Although Banning's new cluster of fast food restaurants along Ramsey near Twenty-Second Street has formed a core of new freeway-oriented commercial, the bulk of the City's commercial base serves the convenience and limited shoppers' goods needs of local residents.

With no major industrial areas for 300 miles to the east, Banning is situated on the extreme eastern fringe of industrial activity in the five county Southern California area. According to the Riverside County Department of Development, Banning is the largest industrial employer in the Pass area, and is one of the largest in Riverside County, due primarily to a single plant which currently employs 900 persons.

***"New
Freeway-Oriented
Commercial"***

There are 21 manufacturing plants in the City of Banning. Support facilities include 21 machine shops and two public warehouses in the community area, which also includes Beaumont and Cherry Valley. Leading classes of products are electronic components, and textile products.

b. Labor Force Characteristics.

According to data supplied by the Regional Institute of Southern California, there are currently 5,732 jobs within the City of Banning. This represents 3.34 percent of Riverside County's total employment.

Employment participation rates in Banning are slightly below the regional average for both males and females due to the City's large proportion of senior citizens, its large pool of unskilled labor, and the limited amount of local job opportunities. Interestingly, the dependence of local industries on unskilled and semi-skilled labor has resulted in a higher local unemployment rate for males than females. The labor force is heavily oriented to the skilled and semi-skilled trades. Table U identifies the characteristics of Banning's labor force based on 1980 Census data.

Relatively few Pass area residents worked in the Cities of Riverside and San Bernardino in 1970. Principal places of employment were the Banning/ Beaumont area, the Palm Springs area, and the Hemet/San Jacinto area. Since 1970, greater numbers of local residents are working in the San Bernardino and Riverside areas as a result of rapidly expanding employment opportunities in those Cities. In addition, a smaller proportion of local residents are employed in the Coachella Valley area as construction and culinary service workers as the result of expanding low and moderate cost housing opportunities in the Cities of Indio and Coachella.

Taxable sales per capita in the City of Banning are significantly below those of Riverside County. Whereas per capita taxable sales countywide were \$5,397 in 1984, taxable sales in Banning were \$4,080. This reflects the generally lower incomes in the Banning area and a "leakage" of retail expenditures (primarily clothing and major appliance purchases) to other communities despite Banning's attraction of freeway-oriented business.

Table U
1980 Labor Force Characteristics

	<u>Banning</u>		<u>Riverside</u>	<u>County</u>
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
-----	---1---	---2---	---3---	---4---
BY INDUSTRY:				
Agriculture	135.0	2.6	15,455.0	6.0
Construction	692.0	13.4	22,618.0	8.8
Manufacture	889.0	17.2	40,422.0	15.7
Transportation	222.0	4.3	8,112.0	3.1
Communication	173.0	3.3	8,498.0	3.3
Wholesale Trade	112.0	2.2	9,114.0	3.5
Retail Trade	1,063.0	20.5	46,116.0	17.9
Finance	217.0	4.2	16,464.0	6.4
Business/Repair	144.0	2.8	12,195.0	4.7
Personal	302.0	5.8	15,726.0	6.1
Professional				
Health	307.0	5.9	17,065.0	6.6
Education	380.0	7.3	23,255.0	9.0
Other	226.0	4.4	10,124.0	3.9
Public Admn.	312.0	6.0	12,719.0	4.9
Total	5,174.0	100.0	257,883.0	100.0

(continued on page IV-48)

Table U (cont'd)
Labor Force Characteristics

	<u>Banning</u>		<u>Riverside County</u>	
BY OCCUPATION:				
Managerial				
Administrative	400.0	7.7	26,498.0	10.3
Specialty	448.0	8.7	27,527.0	10.7
Technical/Sales				
Technicians	139.0	2.7	6,911.0	2.7
Sales	475.0	9.2	30,434.0	11.8
Clerical	638.0	12.3	39,518.0	15.3
Service				
Protection	106.0	2.0	4,895.0	1.9
Other Service	835.0	16.1	31,774.0	12.3
Farming/Forestry	163.0	3.2	13,045.0	5.1
Craft/Repair	1,083.0	20.9	39,806.0	15.4
Operator/Laborer				
Assemblers	321.0	6.2	14,830.0	5.8
Transportation	201.0	3.9	11,165.0	4.3
Laborers	365.0	7.1	11,480.0	4.5
Total	5,174.0	100.0	257,883.0	100.0
	Number	Percent	Number	Percent
-----	---1---	---2---	---3---	---4---
BY OCCUPATION CLASS:				
Private Wage	3,711.0	71.7	188,569.0	73.1
Federal Employee	114.0	2.2	6,861.0	2.7
State Employee	114.0	2.2	8,408.0	3.3
Local Government	713.0	13.8	28,944.0	11.2
Self Employed	461.0	8.9	23,449.0	9.1
Unpaid Family	61.0	1.2	1,652.0	0.6
Total	5,174.0	100.0	257,883.0	100.0

Source: 1980 Census

2. Issues and Opportunities

According to data supplied by the Regional Institute of Southern California, Banning will experience significant employment growth through the year 2010. Whereas it is estimated that present employment within the City is 5,732 jobs, the year 2010 projection is 19,124 jobs, an increase of 233.6 percent. Retail employment within Banning is projected to increase from 1,013 to 2,405 (137.4%) while nonretail employment is projected to increase by 12,000 (254.3%).

a. Development Potential

*"Basic Physical
Components of an
Excellent Industrial
Complex are Present"*

(1) **Industrial Sector.** The basic physical components of an excellent industrial complex are present within Banning: good level land visible from, and with access to, Interstate 10; access to the Southern Pacific Railroad main line and the Banning Municipal Airport; and an attractive, inexpensive pool of unskilled and semi-skilled labor. This presents an attractive industrial "package" superior to that in other portions of the Pass. The primary market for industrial land in Banning have been small to medium size firms which are moving as part of a plant expansion. The principal attractions to the Banning area have been inexpensive land and low labor costs.

The potential for expanding the City's industrial sector must be realistically viewed in a regional context. There are vast areas planned and zoned for industrial along the Interstate 10 and State Route 60 corridors to the west of Banning and the San Geronio Pass in the San Gabriel Valley; Pomona; Riverside; Ontario, Rancho Cucamonga, Fontana; and San Bernardino areas. The general pattern of industrial land absorption indicates a preference for the western portion of Riverside and San Bernardino Counties in closest proximity to the regional markets of Los Angeles and Orange Counties.

A second factor which has acted to discourage industrial development in Banning is a lack of complete infrastructure in the City's industrial area. Often, it is necessary to make significant water or sewer line extensions to serve new industrial uses. This disadvantage has, to an extent, been offset by the activities of the Banning Redevelopment Agency.

(2) Commercial Sector. As discussed in previously prepared economic analyses for the City of Banning^{1,2}, Banning's retail commercial markets will continue to be local residents, freeway travelers, and residents of immediately surrounding communities. Future commercial development efforts should, therefore be directed to consolidation of its existing position through strengthening of its major commercial areas and finding alternative markets or uses for those commercial areas which are no longer viable in their present state.

The deterioration of Banning's Central Business District (CBD), concluded the economic analyses, stemmed from a shift in retail activities to the west rather than from an overall loss of sales within the City. The study also concluded that Ramsey Street east of Alessandro is largely defunct as a commercial strip, and should be recycled to alternative uses after the few remaining viable establishments are relocated.

(3) Residential Sector. As discussed earlier in the Community Development Element, residential growth in the City of Banning has been increasing over the last several years, and is expected to hold steady through the year 2010. This means that significant increases in housing development will occur over the next 25 years.

¹ The Natelson Company, Economic Base Study City of Banning, July 1976.

² The Natelson Company, Economic Development Program City of Banning, Phase II Report, September 1977.

Through the mid 1970's, over 50 percent of new Banning residents were retired persons. Since that time, increasing numbers of younger families -- many of whom work in the Riverside and San Bernardino areas -- have been moving into the planning area. The proportion of new residents who are of retirement age is expected to remain high, and may increase as a result of marketing efforts for the Presley Planned Community. The demand for retirement housing in Banning was evidenced recently by revisions to the Presley Specific Plan which put a retirement emphasis on the project.

Assuming a continuation of existing trends, the housing markets Banning can most effectively address include:

- * Younger families employed in the area, or priced out of housing to the east and west of the Pass who are willing to drive substantial distances to work in order to save on housing costs;
- * Retired couples and "empty nesters" (older couples, not yet retired whose children are grown) drawn to the area by its climate, low overall cost of living, small town atmosphere, and proximity to recreational areas; and
- * Horse owners looking to an affordable, semi-rural location and room to ride.

b. Community Economic Growth Strategies

There are several options available to Banning to improve the viability of the City's downtown commercial core, create economic opportunities, and generally to improve the economic well-being of the community. These options require tough



decisions to be made by the City, an aggressive posture by the City in initiating programs, and the support and cooperation of the business community and general population.

(1) Industrial Sector.

Encouragement of increased industrial activity in the community is fundamental to the long range fiscal balancing of Banning's economy. Base industry provides the jobs necessary to attract and hold an active working population, and provides a wide range of secondary economic benefits including expenditures in the retail and service sectors, sales tax revenues to the City, secondary employment in areas related to the base employment industry, and other such "multiplier" effects. It is from these benefits -- which tend to grow upon themselves and form a stable economic and fiscal base -- that the initial cost of establishing base industry can be successfully repaid, leaving the City in a much stronger position both fiscally and in terms of overall living environment.

However, the advantages of public investment in industrial development must not be oversimplified. Although the advantages of industrial development have accrued to many communities, there is a basic risk factor which must be assumed by the locality in accepting the cost of the initial implementation program with no concrete guarantee of successfully attracting the intended uses. Should these uses not develop as planned, the net cost to the City is its initial investment. Given alternatives, however, and considering the potential benefits of community-sponsored joint action, it is reasonable for the City to consider the necessary risks, to develop a viable industrial base as the cornerstone of a healthy fiscal structure for the City.

"Active Promotional Program"

As indicated earlier, Banning possesses many of the key ingredients for industrial site location decisions as the basis for an active promotional program,

including:

- * Adequate and well-priced land;
- * Excellent freeway and rail access, plus the availability of a municipal airport;
- * Adequate water and power resources and City ownership of utilities; and
- * A readily available, competitive labor force.

Within the previously described regional industrial context, a series of measures are suitable for implementation. Although there must be limitations on ultimate expectations for the City from any reasonable program, even a modest program in regional terms could dramatically affect the economic structure and future of the City in a positive manner. Some measures include:

"Establish Target Industrial Park Areas"

- * Establishment of "target" industrial park areas within the community, designated for the purpose of concentrating development and promotional activities within clearly identifiable, acceptable, and marketable regions. Most likely, these target areas would be within the redevelopment area surrounding the Banning Airport.
- * Provision of utilities facilities to designated target areas in advance of specific development requests;
- * Preferential service agreements to attract firms considered especially desirable;

¹ Incubator industries are generally small, start up businesses which require low cost building space.

"Revenue Bonds Will Help"

- * The selection of a 20 to 50 acre parcel within one of the selected target areas to be planned for a modern industrial park to serve specific users which could range from "incubator"¹ manufacturing warehousing, and include moderately sized manufacturing operations with labor requirements consistent with the available area labor pool;
- * Use of industrial revenue bonds to assist in reducing costs of industrial land acquisition and improvement, and use of assessment districts to assist in reducing reasonable "front end" costs of infrastructure development; and
- * The possible retention of an industrial "expediter" to actively promote the city with the assistance of formalized citizen groups and necessary promotional materials within the region, and to adequately make known the desires of the community to encourage and cooperate with industrial firms that might be interested in locating in the City.

(2) **Commercial Sector.** The economic benefits from the growth of Banning's commercial activity -- increased sales taxes -- are the most obvious benefits of an economic development program. Expenditures which might otherwise go to other communities can be directed into Banning with direct fiscal benefits. The development of a local market (area residents and workers) for retail commercial goods also implies additional job formation and the consequent creation of yet more spending power, which is further translated

into additional community income. In addition to the direct fiscal benefits of commercial expansion is the subjective improvement in local "quality of life" associated with a community where a broad range of goods and services are readily available.

"Significant Opportunity for Freeway-Oriented Commercial"

The strategic location of the City of Banning along the heavily traveled Interstate 10 corridor provides a significant opportunity for freeway-oriented commercial development. By strengthening existing and providing new attractions within the City to induce freeway drivers to travel into Banning, freeway-oriented commercial activities can be enhanced. Existing facilities whose power of attraction can be enhanced include the San Geronio Inn and the Gilman Ranch. The basic method of enhancing the power of attraction of the San Geronio Inn is discussed above (linkages to the park, civic/cultural center, especially shopping area). Increased coordination with the Riverside County Parks and Recreation Department could aid in providing facilities and activities which would improve the Gilman Ranch Regional Park as a regional attraction.

"Rural Activity Center"

A new facility which could aid in attracting travelers off the freeway is the proposed "rural activity center" (including the relocation of the Banning Stagecoach Museum) in the southwesterly portion of the City. In addition, signing of the Banning Bench Scenic Loop, including identification signs and directional signs from Interstate 10, could also help induce freeway travelers to exit and travel into Banning.

According to the previously prepared economic development studies, strengthening and growth of the City's commercial sector should recognize that the majority of the City's retail base has shifted west of the downtown and, and that this pattern cannot be reversed in the near term future. The most visible evidence of this shift is the growing freeway-oriented commercial node at Ramsey and Twenty-second Street. The westerly movement of the City's commercial

westerly movement of the City's commercial center is expected to continue, and will be reinforced by the development of the Presley and Deutsch planned communities in the extreme westerly portions of the City.

In light of the westerly commercial shift, two basic options for the downtown area can be identified: making every attempt -- perhaps with public assistance through the redevelopment agency -- to create an improved economic environment for existing downtown commercial tenants, including provisions for larger stores, improved parking, beautification, etc. Second, the City could make a strategic decision to emphasize retail commercial growth in the western portions of the City thereby accepting a reorientation of land usage for the downtown. Although these two options are not mutually exclusive, the second option appears more likely to be successful.

"Reorient Downtown Land Use"

The reorientation of land use within the downtown area includes the encouragement of public offices, and specialty retail facilities directed primarily at trade drawn by the San Geronio Inn, and to a lesser extent by tourist trade. In addition, an increased emphasis on higher density residential development compatible with office and downtown commercial uses would increase the support base for downtown commercial uses. Potentially viable downtown redevelopment concepts include:

- * Convenience retail goods and services for adjacent residents (as compared to general retail needs);
- * Improved parking facilities;
- * An expanded City/County/State government center, incorporating community service, civic, and cultural facilities;



- * Improvement of the area surrounding the San Gorgonio Inn, including upgrading of the parking area and improved linkages between Carpenter-Hamilton Park and the restaurant.
- * Limited theme (stagecoach town) type specialty retail center adjacent to landscaped pedestrian route connecting civic/ cultural center to the San Gorgonio Inn; and
- * Expansion of areas for and encouragement for developing higher density residential projects within and adjacent to the downtown area.

In the growing commercial areas west of downtown, street improvements along Ramsey, especially widening of existing two lane road sections and existing undersized intersections such as that at Eighth Street would assist in strengthening the vitality of the west Ramsey commercial corridor. In addition, existing residential uses along Ramsey in this area should eventually be eliminated. Upgrading of the appearance, and possible redevelopment of, marginal commercial uses along west Ramsey would also help strengthen its economic vitality.

Finally, improvement of the commercial sector should recognize the lack of viability for commercial uses along Ramsey Street east of Alessandro. This area could be redeveloped into a primarily multi-family residential, light industrial, and possibly hotel/motel area. Redevelopment would include elimination of existing retail and single family residential uses, as well as clearing the most blighted segments, creating temporary open space areas until ready for reuse.

(3) Residential Sector.

One of the first indications of a community's desirability as a place to live and do business is reflected in the nature and availability of its housing stock. The overall quality of housing, its general appearance, the range and availability of housing for single persons, families, and the retired are all significant elements of the decisionmaking process affecting individuals, businesses, and industrial firms which may consider Banning as a location.

An integrated community development program therefore must consider housing and related environmental and aesthetic aspects of the community as an integral part of an economic development program to avoid the prospects of very positive appeal in one category -- industrial site location, for example -- being offset by a lack of aesthetic/environmental appeal from the standpoint of living environment.

Under the current rules governing municipal finance, the costs of providing services to residential areas generally exceed the direct revenues they generate for the City. Notable exceptions are very high priced developments and "adult-only" projects which do not generate school-aged children. However, an expanded, upgraded residential base is critical to Banning's continued commercial and industrial development, and in turn its economic vitality. Thus, residential development must be considered a positive economic factor.

The City of Banning's past inability to attract a greater number and diversity of new residents has been due to its inability to offer potential residents a range of housing types and price ranges. This inability will be partially offset by the proposed Presley and Deutsch planned communities. In addition, each of these projects are expected to conduct regionally oriented marketing programs which will help in attracting potential residents to consider Banning as a place to live.

*"Full Range of
Prices and Types"*

The need for improving the existing housing stock must also be addressed. First, the City should pursue Community Development Block Grant (CDBG) more aggressively for the purpose of rehabilitation and demolition, where necessary. In addition, a definite code enforcement program would assist in improving existing housing and community image.

F. LAND USE

1. Existing Setting

a. Land Use Patterns

The Banning area, together with most of the San Gorgonio Pass, originally developed in the 1850's and 1860's to service the transit of goods, mail, and people from the Pacific Coast to Arizona and points east. The Banning townsite was established in 1884, and by 1900 had become a distribution center for the desert area. Banning's downtown commercial area increased in the mid-1920's when the road connecting Beaumont to Banning, and on down to the resort at the Salton Sea was completed. Major agricultural operations had virtually disappeared by the late 1940's, but have recently reappeared on the Banning Bench.

As desert resorts to the east expanded, Banning developed an extensive commercial strip along Ramsey Street, catering to transit traffic. However, completion of the Interstate 10 freeway through Banning in 1963, substantially reduced the volume of traffic passing through the City's commercial area. The resulting loss of downtown business and creation of new shopping centers to the west lead to a decline of downtown commercial and a dispersion of commercial activities along the full length of Ramsey. Industrial development has been relatively recent.

Land use in Banning is primarily residential in character. Single family residential neighborhoods dominate the northern portion of the City. In the eastern half of Banning, east of San Gorgonio Avenue, residential development is somewhat scattered with numerous undeveloped single family lots. Multiple family units are not found in significant concentrations, but are located on individual sites generally within one-quarter to one-half mile of the freeway.

Rural residential areas can be found in the south central portion of the City, west of the airport and industrial area, as well as on the Banning Bench. Agricultural uses generally occur along the southern margin of the study area, in the northwestern portion, and on the Banning Bench.

Commercial development is almost exclusively located along Ramsey Street and adjacent roadways throughout the length of the planing area. Other commercial areas are within the downtown, but can also be considered to be part of the Ramsey Street corridor.

Banning's industrial area is concentrated in the southeastern portion of the City, centering around the Banning Municipal Airport. In addition, industrial uses have also developed in a corridor along the Southern Pacific Railroad tracks west of the airport.

Other significant land uses in the Banning study area include the Pass Memorial Hospital, located on Highland Springs Road at Wilson Street; the Riverside County Rehabilitation Center, a minimum security facility located at the extreme southern margin of the planning area; and the Matich Brothers sand and gravel mining operation in the northeastern portion of the study area.

b. Redevelopment Areas

Redevelopment, which combines police and corporate powers, is one of the most powerful tools available to local governments. Where the private sector alone is unable or unwilling to assemble land and invest the necessary capital for revitalizing blighted areas, redevelopment is a means of focusing community resources to transform a deteriorating or underutilized areas to more productive use.

Under California Community Redevelopment Law, redevelopment agencies, in carrying out a redevelopment program, are empowered to buy and sell real property, rehabilitate existing structures, move structures, provide public improvements in support of development activities in a Project Area, or assist the private sector in financing the preceding activities.

The law provides that a redevelopment agency may obtain financing from any legal source. Most redevelopment agencies have relied on tax increment financing as a primary source of money. In this method, the assessed value of property in the project area is frozen at the time the project begins. The increased margin, or increment, of tax revenues resulting from subsequent improvements pay the project's costs instead of being turned over to the usual taxing agencies. This lasts until the project is completed and paid for.

Following Proposition 13, tax increments are based primarily on actual improvements rather than inflation. Thus, unless significant investments are made with subsequent significant increases in property development and valuation, tax increments will be limited as will the ability of the agency to carry out further projects.

In addition to using tax increment financing, the agency may accept loans or grants from agencies of the federal or state governments, or any other public agency. Another major source of funding for redevelopment has been the federal Community Development Block Grant program.

There are seven redevelopment areas within the City of Banning. The original redevelopment area includes Banning's downtown area, bounded by Williams Street on the north, Livingston Street on the south, Fourth Street on the west, to a point 300 feet east of Martin Street. The redevelopment plan proposes a mix of downtown

"Residential in Downtown"

commercial; residential; alternative commercial/residential; and public, semi-public, and institutional uses. The downtown commercial uses are to be used for general commercial uses such as retail, wholesale, and services; business and professional offices; restaurants and convenience food establishments; hotels and motels; financial institutions; automotive and related sales and service; entertainment; and related commercial uses customarily located in downtown areas.

Residential uses are also permitted within the downtown redevelopment area. The downtown redevelopment plan does not specify appropriate or proposed densities; however, the present General Plan proposed medium and high density uses in this area. A portion of the downtown redevelopment area has been set aside to be used either for downtown commercial or residential uses as defined above without expressing a preference for either use.

The final type of use permitted within the downtown includes a variety of public uses. These include public, semi-public, and institutional uses such as governmental administration buildings, libraries, parking facilities, and other similar uses. Other public, semi-public, and institutional uses may be authorized by the Redevelopment Agency such as parks and recreational facilities; libraries; educational, fraternal, employee, philanthropic, religious, and charitable institutions and facilities; and similar uses.

In 1979, the Community Redevelopment Agency of the City of Banning adopted Amendment Number 1 to the Banning Downtown Redevelopment Plan, adding four redevelopment areas. Each of the four areas was proposed for single family residential development. The overall development planned for these areas proposed 954 dwelling units on 559.33 acres (1.7 du/ac). The residential units were intended to range in size from 1,000 to 1,500 square feet.

Development of the individual areas was proposed as follows:

Area 1:	North of Gilman Street, west of Eighth Street	67.80 acres	186 units	2.7 units per acre
Area 2:	North of Old Idyllwild Road, west of San Geronio Avenue	458.23 acres	652 units	1.4 units per acre
Area 3:	Southwest corner Lincoln Street and Sixteenth Street	6.80 acres	14 units	2.1 units per acre
Area 4:	South of Westward Avenue, adjacent to the City boundary	26.5 acres	102 units	3.8 units per acre

In 1980, the final two redevelopment areas were added as part of the adoption of Amendment 2 to the Banning Downtown Redevelopment Project. These areas are as follows:

Area 5:	East of Martin Street to the easterly city limits, south to Charles Street, north to Williams Street	1,071.3 acres
Area 6:	North of Interstate 10, south of Williams Street, west of Fourth Street, east of Eighth Street	27.3 acres

Amendment Number 2 added a total of 1,098.6 acres contiguous to the original downtown area to the project area boundaries. Area 5 includes the Banning Municipal Airport and surrounding areas. Within that area permitted uses include residential, commercial, public and semi-public uses.

Industrial uses are defined for Area 5 as industrial parks, light manufacturing, wholesale and distribution uses, and aircraft related facilities. Commercial uses are defined to include neighborhood commercial, hotel and motel, highway oriented commercial, and general commercial uses. Public and semi-public uses within Area 5

are defined to include government buildings, sewage treatment facilities, fire stations, landscaped public ways, drainage facilities, and other similar public facilities.

Area 6 is a westerly extension of the original downtown project area. Uses permitted within Area 6 include Downtown Commercial and Residential. Approximately 6.8 acres of Area 6 are Designated as Commercial/High Density, permitting approximately 136 to 204 dwelling units.

Finally, in addition to the seven established redevelopment areas, in June 1985, the Banning City Council designated the boundaries of the "Midway Redevelopment Survey Area," an area of about 113 acres located along the extreme western portion of Ramsey to determine if redevelopment of the area is feasible. The Midway, which would be designated Area 7, is planned for commercial uses.

2. Issues and Opportunities

a. Land Use Projections

Based on the population projections previously presented, as well as land use projections previously formulated as part of the master water and sewer plans prepared for the City of Banning, a year 2000 land use mix to support the forecasted City population has been projected as shown in Table V.

Table V
Projected Year 2000 City of Banning Land Use

<u>Land Use Type</u>	<u>Acres</u>	<u>Dwelling Units</u>
Residential		
Very Low Density (0-2)	700	1,050
Low Density (2-5)	1,510	6,040
Medium Density (5-10)	100	700
High Density (10-25)	120	1,800
Commercial	245	
Industrial	685	
Schools/Parks	235	
Airport	158	

**b. General Plan and Zoning
Implications of Redevelopment
Areas**

Section 33321 of the California Health and Safety Code requires every redevelopment plan adopted by a local agency to conform to the agency's general plan "insofar as the latter applies to the project area." The Health and Safety Code also requires the local Planning Commission to report on the conformity of the proposed redevelopment plan with the General Plan of the agency.

Every redevelopment plan must contain building use limitations. Since the redevelopment plan is required to conform to the general plan, and since there is no requirement to conform with applicable zoning use classifications, a redevelopment plan's use designations can differ from zoning use classifications applicable to property in the project area. The effect of the redevelopment plan may be to restrict develop-

pment that is otherwise permitted by applicable zoning.

c. Land Use Compatibility

Land use compatibility refers to the ability of land uses to coexist without significant conflict. To be compatible, uses do not need to be similar; dissimilar uses can be inherently compatible. In other cases, potential conflicts can be mitigated so as to create harmonious relationships between uses which might otherwise be incompatible. Several factors affect the compatibility of land uses including intensity of use, hazards and nuisances, aesthetics and design, and economic and public use factors. A rough guide to the land use compatibility of general land use types is presented in Table W.

***"Compatible Uses
Need Not be
Similar"***

Table W

Land Use Compatibility Matrix

	Single Family	Medium Density	High Density	Mobile Homes	Service Commercial	Retail Commercial	Office Professional	Distribution	Manufacturing	Heavy Industry
Single Family	H	H	M	M	M	M	M	I	I	I
Medium Density	•	H	H	M	M	M	M	I	I	I
High Density	•	•	H	M	M	M	M	I	I	I
Mobile Homes	•	•	•	H	M	L	L	I	I	I
Service Commercial	•	•	•	•	H	H	H	M	L	I
Retail Commercial	•	•	•	•	•	H	M	L	L	I
Office Professional	•	•	•	•	•	•	H	L	I	I
Distribution	•	•	•	•	•	•	•	H	L	M
Manufacturing	•	•	•	•	•	•	•	•	H	M
Heavy Industry	•	•	•	•	•	•	•	•	•	H

Compatibility Rating - H = High

M = Medium

L = Low

I = Incompatible

G. WATER SYSTEMS

1. Existing Setting

Water service within the incorporated portions of the planning area is provided by the City of Banning. The City owns and operates a water system consisting of wells, reservoirs, and a distribution lines. There are nine wells within the City water system, five of which are used on a regular basis. The Master Water Plan prepared for the City of Banning in 1983 identified the total available capacity to Banning's water system as 14,150 gallons per minute (gpm).

Hydraulic control is provided by three reservoirs located at the mouth of Banning Canyon near the north end of San Gorgonio Avenue. These reservoirs provide 5.2 million gallons of storage, and are the main source points for the entire City water system. Another tank, located west of Wilson, provides an additional 200,000 gallons of water storage to the main system.

The City's distribution system consists of two major feed directions from the reservoirs on San Gorgonio Avenue. Transmission lines range from 14 to 30 inches, and extend down San Gorgonio Avenue to Nicolet Street. From this intersection, additional transmission lines extend to the eastern and western portions of the City, providing a network of water lines.

Presently, the system generally suffers from undersized lines, excessive operating and static pressures, and deficient operating pressures. The effects of these conditions and correction facilities are described in detail in the Master Water Plan for the City of Banning.

In addition to the City of Banning, there are other agencies providing water service within the planning area. The northern half of the planning area, which extends through Banning Canyon, is served

by the Banning Heights Mutual Water Company. This company diverts water from the San Geronio River by a pipe - reservoir system to their service area on the Banning Bench. Water is primarily used for crop irrigation.

Both the Beaumont - Cherry Valley Water District and the Mountain Water Company pump water from the Banning Storage Unit and serve portions of the Banning study area. The Mountain Water Company serves a 320 acre area in the northwestern portion of the study area at the base of the Banning Bench. The Mountain Water Company serves approximately 960 acres in the southern portion of the planning area along Sunset Avenue in addition to other areas south of the planning area boundaries.

Table X shows the water use consumption factors deemed appropriate to determine water consumption by individual projects. These factors were determined by actual metered values over the past few years, and data presented in previous engineering studies.

Table X
Water Use Factors

<u>Land Use</u>	<u>Average Water Use</u> (gallons per day per acre)
Residential	
Very Low Density (0-2 du/ac)	1,366
Low Density (2-5 du/ac)	2,448
Medium Density (5-10 du/ac)	3,903
High Density (10-25 du/ac)	8,087
Commercial	2,995
Industrial	4,000
Schools/Parks	3,500
Airport Facilities	2,000

Source: Willdan Associates, Master Water Plan for the City of Banning

2. Issues and Opportunities

Utilizing existing information such as water reports prepared in recent years for the City; information on contributing areas, land use, and population densities and projections; and other factors, a computerized model was created as part of the Banning Master Water Plan. This model was used to analyze the existing distribution system's capacity to serve existing and projected demands based upon land uses expected for the ultimate development of the City. A similar model was prepared for the preliminary designs of the future water system.

The analysis of these models prepared as part of the Master Water Plan revealed that the City has sufficient facilities and supply to provide service to the existing population. However, approximately 19-

miles of existing water lines would become substandard in size, and need to be replaced. In addition, approximately 11-miles of new transmission and distribution lines were found to be needed in areas which did not have water service and to correct future deficiencies in the existing system.

According to the Master Water Plan, water supply will become an important issue in regard to servicing the City's water system as well as the proposed master planned facilities. The Master Plan recommends that the existing source of supply, located mostly in the northeasterly portion of the City, be augmented by the construction of source facilities (i.e. wells and reservoirs) in the western end of the City. These improvements are intended to provide a more efficient water system, and also enable the City to utilize groundwater storage in recently annexed areas.

Imported water to meet increasing municipal demands will become very important as the City of Banning and surrounding communities continue to grow. Eventually, implementation of the State Water Project will be necessary to provide an additional source of supply. However, completion of the final phases of this project are not in the immediate future, and have become somewhat doubtful following the defeat of the Peripheral Canal by the voters of the State.¹ Until a dependable, long range supply of imported water becomes available, management of existing water resources, including conservation of water and water reclamation is critical.

¹ The Draft EIR for the SCAG-82 Modified Growth Forecast policy contains an excellent analysis of the regional implications of completion or lack of completion of the State Water Project on Southern California's overall water needs.

The City's Master Plan shows facilities that will be needed to support a 50 percent buildout of the existing City General Plan, or a population of 36,000. This is in excess of the year 2000 and year 2010 population figures projected in this report. Thus, depending on actual future growth rates, it may be possible to phase construction of master planned facilities over longer periods of time than identified in the Water Master Plan report. Projected year 2000 water consumption based on the population projections contained in the population section of this report is presented in Table Y.

Table Y
Projected Year 2000 Water Consumption

Land Use Type	Acres	Units	Factor (gal/day)	Consumption (gal/day)

Residential				
Very Low Density (0-2)	700	1,050	1,366	956,200
Low Density (2-5)	1,510	6,040	2,448	3,696,480
Medium Density (5-10)	100	700	3,903	390,300
High Density (10-25)	120	1,800	8,087	970,440
Commercial	245		2,995	733,775
Industrial	685		4,000	2,740,000
Schools/Parks	235		3,500	822,500
Airport	158		2,000	316,000
CITY TOTAL				10,625,695

Source: Master Plan of Water, SCAG-82, Forma-Planning Network

H. WASTEWATER SYSTEMS

1. Existing Setting

Sewage collection, treatment, and disposal services within the incorporated portions of the planning area are provided by the City of Banning, which has operated a wastewater treatment plant in the southeastern portion of the City since 1925. Sewer service is currently not available in the unincorporated portions of the planning area.

Average daily effluent flows at the City's treatment plant vary from 1.41 million gallons per day (mgd) during a dry weather month to 1.93 mgd during a wet month. The March 1982 - April 1983 average identified in the City's Master Wastewater Plan identified an average of 1.45 mgd over the thirteen month period; a 1.57 mgd average was identified for the last six months of that reporting period. An evaluation of existing plant capacities by individual units was developed as part of a comprehensive study of the treatment plant entitled, "Wastewater Facilities Plan Draft Report," dated May 1981. A summary of existing plant capacities is presented in Table Z.

The City of Banning's first wastewater treatment plant was constructed in 1925 at the site of the present facility. The first plant provided primary treatment only, and consisted of an "Imhoff Tank" and leach fields. This system was used by the City until 1950, when a primary sedimentation tank was installed. The Imhoff Tank continued to function for solids treatment. In 1963, the Banning plant was modernized to provide secondary treatment. This was the last major addition to the facility.

Table Z

**BANNING WASTEWATER TREATMENT PLANT UNIT
PROCESS CAPACITIES**

<u>Unit Process</u>	<u>Average Daily Water Flow Capacity</u>
Preliminary Treatment	Adequate capacity for 2.9 mgd. Improvements needed in grit chamber and grit dewatering system.
Primary Clarification	Adequate Capacity for 3.5 mgd (if depth is increased).
Trickling Filter	Inadequate for flows above 0.6 mgd. Major improvements needed.
Secondary Clarification	Adequate surface area for additional flow. Increase in depth needed.
Chloronation	Inadequate for disposal to Smith Creek. Initial chlorine mixing improvements and contact chamber needed.
Effluent Disposal	Adequate capacity for 2.0 mgd (without dry periods).
Sludge Handling	Adequate for 1.5 mgd.

Source: CM Engineering

In 1971, inability to consistently meet discharge requirements led the City to apply for a Clean Water Grant, which was approved and utilized for minor plant improvements. These improvements consisted of replacement of worn out equipment, addition of a digester heating and mixing system, construction of a grit chamber, and addition of percolation ponds. These improvements provided no additional secondary treatment capacity, which has since been determined to be the major capacity limiting factor, resulting in failure to meet discharge requirements.

In 1974, the California Regional Water Quality Control Board, Colorado River Region (RWQCB) established waste discharge requirements for percolation and discharge to Smith Creek. Failure to consistently meet these requirements resulted in an order to cease and desist discharging wastes contrary to the above requirements. Cease and Desist Order No. 79-116 of the RWQCB was adopted on November 28, 1979, and contains a schedule for compliance with water quality objectives.

In compliance with the cease and desist order, the City of Banning filed a Step 1 Grant Application and Plan of Study with the State Water Resources Control Board in December 1979. By a letter dated August 1982, the State Water Resources Control Board notified the City of Banning that Step III funding for their Clean Water Grant is scheduled for 1987. This means that construction of a treatment plant expansion would occur during Fiscal Year 1987-1988.

The proposed expansion of the existing plant will be to a 2.35 mgd capacity. Using the average daily flow data presented in the City's Master Sewer Plan, and assuming moderate growth between the master plan's reporting period and plant construction, average daily flow in early 1987 was estimated to be 1.74 mgd. Therefore, at the time of completion, the treatment plant

will have an excess capacity of between 0.42 mgd and 0.61 mgd.

Average per acre wastewater flows were established from the modeling of the existing wastewater system conducted by Willdan Associates in preparing the City's Master Sewer Plan. It was assumed that each person produces 95 gallons of wastewater daily. The average unit sewage generation coefficients used in the master plan are presented in Table AA.

Table AA

AVERAGE SEWAGE FLOW COEFFICIENTS BY LAND USE

<u>Land Use</u>	<u>Average Flow</u> <u>(gallons per acre)</u>
Residential	
Very Low Density (0-2 du/ac)	247
Low Density (2-5 du/ac)	865
Medium Density (5-10 du/ac)	1,853
High Density (10-25 du/ac)	4,323
Commercial	2,470
Industrial	247
Schools	1,500
Parks	500
Airport Facilities	247

Source: Willdan Associates, Master Sewer Plan for the City of Banning

2. Issues and Opportunities

As part of the development of the City of Banning Master Sewer Plan, a computer program was formulated to analyze the exist-ing sewer system's capacity to accept projected sewage flows based upon the land uses projected for ultimate development of the City as identified in the existing General Plan.

"Expand the Existing Sewer Plant"

The major conclusion of the Master Sewer Plan was that the City expand its existing sewage treatment plant, and not approve a second major facility in the west end of the City. This recommendation has been implemented, and adequate sewage treatment capacity should be available to meet future needs.

The Banning Master Sewer Plan reveals that the majority of the planning area is currently unsewered, requiring extensive design of new, separate trunk facilities. Also, the capability of the existing system to service significant new sewage loads is very limited. System deficiencies generally consist of sewer lines which are undersized to handle projected sewage loads.

To correct existing system deficiencies, the master plan presents recommendations to the City, including the implementation of a capital improvement program, undertaking of a staged program of improvements for the existing treatment plant, and a continuing program of monitoring sewage flows. These activities, as they are implemented, will insure an adequate sewer collection and treatment system for supporting future development within the planning area.

In addition, the Master Sewer Plan recommends that the City continue to monitor sewage flows in its trunk system as new land development and/or redevelopment occurs. By undertaking such a monitoring program, the City will be able to gage when ultimate sewer facilities will be needed.

Based on the sewage generation data contained in the City of Banning Master Sewer Plan, SCAG-82 population projections, and the populations contained in this report, project year 2000 sewage flows are expected to be as shown in Table BB. These projected sewage flows are less than those projected in the Sewer Master Plan.

Table BB
Projected Year 2000 Sewage Generation

Land Use Type	Acres	Dwelling Units	Generation Factor (gal/day)	Sewage Generation (gal/day)

Residential				
Very Low Density (0-2)	700	1,050	247	172,900
Low Density (2-5)	1,510	6,040	865	1,306,150
Medium Density (5-10)	100	700	1,853	185,300
High Density (10-25)	120	1,800	4,323	518,760
Commercial	245		2,470	605,150
Industrial	685		1,500	1,027,500
Schools/Parks	235		500	117,500
Airport	158		247	39,026
CITY TOTAL				3,972,286

I. TRANSPORTATION

1. Existing Setting

The Banning study area possesses a comprehensive transportation network with excellent regional connections. The planning area's transportation system consists of interstate and state highways, local surface streets, public transit, rail, and a local airport.

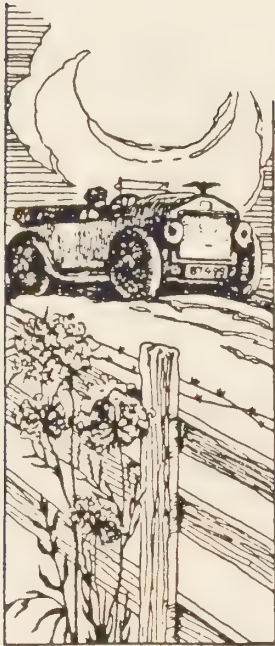
a. Interstate and State Highways.

Interstate 10 is the major transportation route within the Banning study area. Commonly known as the San Bernardino Freeway, this route follows the traditional east - west corridor connecting Banning to coastal Southern California, as well as to the eastern desert areas. Interstate 10 is also the major route connecting Southern California to the States of Arizona, New Mexico, Texas, and the Gulf States. As such, this route carries a significant amount of traffic through the City of Banning. According to Caltrans, average daily traffic (ADT) on Interstate 10 at San Geronio Avenue is 48,500 vehicles daily.

The other State Highway in the Banning study area is State Route 243, which connects Banning and Interstate 10 to the mountain resort community of Idyllwild. The designated State Route begins on Eighth Street south of Interstate 10, and runs south to Lincoln Street, east on Lincoln to San Geronio Avenue, and south on San Geronio to the City limits where it becomes the Banning - Idyllwild Panoramic Highway. According to Caltrans, current ADT on State Route 243 at Interstate 10 is 3,100 vehicles.

b. Local Surface Routes.

The City of Banning possesses a well developed surface roadway system. The major east-west roadway is Ramsey Street,



which runs parallel to and north of the freeway. Ramsey Street serves as the commercial spine of Banning. According to traffic counts taken in December 1983 by the City Engineer, average daily traffic along Ramsey is 10,180 vehicles. Major east-west routes are, from north to south, Wilson Street, Nicolet Street, Williams Street, Ramsey Street Lincoln Street, and Westward Avenue.

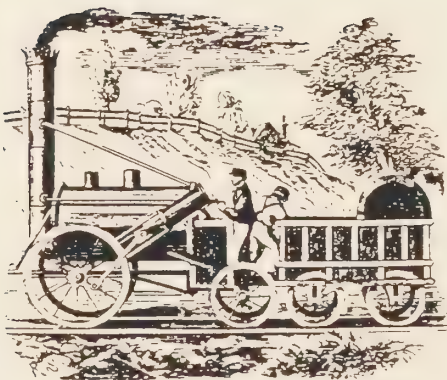
San Gorgonio Avenue and Eighth Street are the major north-south roadways within Banning, serving the downtown area. According to traffic counts taken in December 1983 by the City Engineer, average daily traffic on Eighth Street at Ramsey is 5,060 vehicles per day. Traffic volumes on San Gorgonio Avenue are similar. Twenty-Second Street is another major route, serving to connect Interstate 10 to Banning's restaurant area. Average daily traffic on 22nd Street between the freeway and Ramsey Street is 5,580 vehicles. Major north-south surface streets within the planning area are, from west to east, Highland Springs Avenue, Sunset Avenue, 22nd Street, Eighth Street, San Gorgonio Avenue, and Hathaway Street.

c. Public Transit.

The City of Banning operates a municipal bus line on two fixed routes, serving all major facilities in Banning. The bus line has five busses in the fleet: two "minibusses", one 30 passenger bus, and two 32 passenger busses.

d. Railroad.

The Southern Pacific Railroad maintains a rail line south of and parallel to Interstate 10. This is a main line track carries about 18 trains per day, connecting coastal Southern California to the eastern deserts and beyond. There are no operating rail spurs within the planning area.



e. Banning Municipal Airport.

The Banning Municipal Airport is a city-owned facility classified by the Federal Aviation Administration (FAA) as a General Utility Airport. The overall length of the runway at the airport is approximately 5,280 feet. The runway is designed for use by all single engine propeller aircraft not heavier than 12,500 pounds. A small "lear jet" could also land at the airport. In order to be classified as a basic transportation airport and be able to accommodate twin engine craft up to 60,000 pounds gross weight, the one mile runway would need to be reconstructed to handle the additional weights.

According to the Riverside County Department of Airports, the Banning Municipal Airport had an average of 47 daily takeoffs and an equal number of landings in 1974. By 1980, use had dropped to 25 to 30 daily takeoffs and an equal number of landings. According to the California Department of Transportation Division of Aeronautics, there were 14,080 annual operations at the airport as of October 3, 1985.

2. Issues and Opportunities

a. Traffic Generation, Roadway Capacity, and Levels of Service.

Future development within the Banning study area will result in a significant increase in traffic generated in the community. Table CC identifies year 2000 average daily traffic generation within the City of Banning not including freeway traffic not entering the City. The traffic volumes shown in Table CC will be distributed throughout the City's streets and highways, as well as on Interstate 10.

Table CC
Year 2000 Average Daily Traffic

Land Use Type	Daily Generation Factor (trips/ ac/ day)	Acreage	Average Daily Traffic (trips/ day)
Residential			
Very Low Density	15	700	10,500
Low Density	40	1,510	60,400
Medium Density	56	100	5,600
High Density	99	120	11,880
Commercial	700	245	171,500
Industrial	60	685	41,100
Schools/ Parks	60	235	14,100
Airport	60	158	9,480
CITY TOTAL			324,660

Level of service is used to describe the quality of traffic flow. Levels of service A to C operate quite well. Level of service C is typically the standard to which rural roads are designed, while more dense urban areas design roadways to level of service D, which is characterized by fairly restricted flow. Table DD identifies the various levels of service and resulting traffic flow quality.

Table DD

Level of Service Descriptions

Level of Service	Traffic Flow Quality
A	Low volumes; high speeds; speed not restricted by other vehicles; all signal cycles clear with no vehicles waiting more than one cycle.
B	Operating speeds beginning to be affected by other traffic; between one and ten percent of the signal cycles have one or more vehicles which wait through more than one signal cycle during peak periods.
C	Operating speeds and maneuverability closely controlled by other traffic; between 11 and 30 percent of the signal cycles have one or more vehicles which wait through more than one signal cycle during peak hours; recommended ideal design.
D	Tolerable operating speeds; 31 to 70 percent of the signal cycles have one or more vehicles wait through more than one signal cycle during peak traffic periods; often used as the design standard in urban areas.
E	Traffic at the maximum volume intersections can accommodate; restricted speeds; 71 to 100 percent of the signal cycles have one or more vehicles which wait through more than one signal cycle during peak periods.
F	Long queues of traffic; unstable flow; stoppages of long duration; traffic volume and traffic speed can drop to zero.

Source: Highway Capacity Manual, Highway Research Board Special Report 87, National Academy of Sciences; Kunzman Associates.

**b. Interstate and State
Highways.**

Traffic volumes will increase along the State highways within the planning area. Caltrans estimates that year 2010 average daily traffic volumes along Interstate 10 will be 76,000 vehicles at State Route 243, with a peak hour volume of about 7,600 vehicles occurring on Sunday evening. These projected traffic volumes are within projected freeway capacity. Caltrans has not projected year 2000 average daily traffic along State Route 243; however roadway capacity along this route should not be a significant issue.

Presently, the Interstate 10 - Ramsey Street interchange at the easterly edge of the City is limited to an exit from westbound freeway traffic and an entrance to eastbound freeway lanes. This is a major limitation to development of the rest stop and freeway-oriented commercial center at the easterly end of Ramsey Street as included in the discussion of economic development strategies. Development of a full interchange at this location, including an overpass over the freeway and railroad line at the easterly end of Ramsey would be highly valuable in terms of potential commercial facilities in this area and in improving access to the industrially zoned lands north and northeast of the airport.

Based on the preceding definitions of levels of service, Table EE outlines roadway capacities based on maintaining Level of Service C.

Table EE

Roadway Capacity and Levels of Service

Facility Type	Number of Lanes	Design Capacity ¹	Maximum Capacity ¹	Peak Hour Volume
Freeway	4	60,000	86,000	6,000
Freeway	6	96,000	138,000	9,600
Freeway	8	132,000	190,000	13,200
Expressway	4	50,000	80,000	16,800
Expressway	6	78,000	120,000	5,000
Major Highway	4	24,000	38,000	7,800
Major Highway	4	24,000	38,000	2,400
Secondary Highway	4	20,000	30,000	2,000
General Local Street	2	12,000	18,000	1,200

¹ "Level of Service C" is used for analysis and evaluation, and is defined as a stable flow condition in which volume and density restrict freedom to select speed, change lanes or pass. Volumes indicate Average Daily Traffic.

c. Local Surface Routes.

Although there will be significant increases in local traffic volumes, it is not expected that capacities of existing or planned roadways will be exceeded. Based on a review of traffic analyses prepared for major projects within the City, downtown traffic studies, and modeling of traffic patterns, ultimate roadway configurations should be as shown in Table FF.

"Need New Railroad Grade Separations"

As previously discussed, only one grade separation currently exists along the Southern Pacific Railroad line. This grade separation is located at Eighth Street. Future traffic volumes at Highland Springs Avenue will necessitate construction of a second grade separation. A third grade separation at Hargrave or Hathaway would be

desirable for fire and police protection purposes and to improve access for the City's industrial area and airport.

Determination of necessity or priority for grade separations at railroad tracks is within the jurisdiction of the Public Utilities Commission. Although no quantifiable standards are presently used to determine necessity or priority for grade separations, a variety of factors -- including levels and types of vehicle traffic, number and type of railroad operations, and individual site characteristics -- are examined by the PUC.

Construction of grade separations is expensive, generally in the range of \$2 to \$6 million. Some funds are available through the State and railroad company. Since there are existing at-grade crossings, state and railroad funds would cover about 90% of the construction cost. However, these funds are limited, and are distributed by the State based on existing traffic volumes and accident history at the time application for funds is made. Thus, neither of the desirable grade separation projects would be eligible for state funding in the near future.

Table FF
Recommended Ultimate Roadway Configurations

<u>North - South Roadways</u>	<u>Segment</u>	<u>Status</u>	<u>ROW (ft.)</u>
Highland Springs Avenue	North of Interstate 10	Major Highway	100
	South of Interstate 10	Major Highway	100
Hillside Street	Ramsey Street to 16th Street	Secondary Highway	80
Highland Home Road	Cherry Valley Blvd. to southerly city limits	Major Highway	100
Sunset Avenue	Gilman Street to Porter Street	Major Highway	100
Twenty-Second Street	Gilman Street to Porter Street	Secondary Highway	80
Eighth Street	Gilman Street to Porter Street	Secondary Highway	80
Fourth Street	Ramsey Street to Wilson Street	General Local Street	60
San Gorgonio Avenue	Gilman Street to Porter Street	Secondary Highway	80
Hargrave Street	Gilman Street to Porter Street	Secondary Highway	80
Hathaway Street	Gilman Street to Porter Street	General Local Street	60
<u>East - West Roadways</u>	<u>Segment</u>	<u>Status</u>	<u>(ft.)</u>
Wilson Street	Highland Springs Avenue to Hathaway Street	Secondary Highway	80
Nicolet Street	Sunset Avenue to Hathaway Street	General Local Street	60
Williams Street	Sunset Avenue to Hathaway Street	General Local Street	60
Ramsey Street	Highland Springs Avenue to Fourth Street	Secondary Highway	60
	Fourth Street to Martin Street	Special Design ¹	
	Martin Street to Interstate 10	Secondary Highway	80
Lincoln Street	Highland Springs Avenue to Sunset Avenue	Secondary Highway	80
		General Local Street	60
Barbour Street	San Gorgonio Street to easterly city limits	General Local Street	60
Westward Avenue	Highland Springs Avenue to easterly city limits	General Local Street	60
Charles Street	Hathaway Street to easterly city limits	General Local Street	60
Porter Street	Highland Springs Avenue to easterly city limits	Secondary Highway	80

-
- ¹ As per Downtown Redevelopment Circulation and Street Improvement Plan.
 - ² The segment of Lincoln Street between San Gorgonio Avenue and Eighth Street is designated State Highway 243; projects or developments which impact this roadway may involve separate review or approval by Caltrans.

Construction of grade separations is expensive, generally in the range of \$2 to \$6 million. Some funds are available through the State and railroad company. Since there are existing at-grade crossings, state and railroad funds would cover about 90% of the construction cost. However, these funds are limited, and are distributed by the State based on existing traffic volumes and accident history at the time application for funds is made. Thus, neither of the desirable grade separation projects would be eligible for state funding in the near future.

d. Public Transit

Currently, the Banning Municipal Bus Line provides adequate service to developed portions of the City. As development expands into the western portions of the City, the two existing routes will need to be extended, or possibly a third route should be added. Particular attention will need to be paid to the retirement components of the Presley and Deutsch planned communities and to the Desert Breeze Specific Plan area in terms of future transit needs.

e. Railroad

The presence of the Southern Pacific Railroad main line running south of Interstate 10 is a significant local opportunity for future industrial expansion. Presently, there are two rail spurs, neither of which are in operation. However, because of the rail line and the unused spurs, the potential exists for attracting rail-oriented industry in the future.

f. Banning Municipal Airport

The Banning Municipal Airport serves two distinct and important functions. First, it is a major recreational feature providing necessary support facilities for recreational pilots. The airport is also an important transportation facility supporting

the adjacent industrial areas within the City. Future improvements and expansions as indicated in the City's master plan for the airport will further enhance the airport as a key community feature.

g. Bicycle Routes

The bicycle has been rediscovered as a means of transportation, both in terms of utilitarian travel over short distances and as a recreational activity. Three general types of bikeways can be identified: bike paths, bike lanes, and bike routes.

Bike paths are rights-of-way reserved exclusively for bicycles and which are separated from the main street system. Bike paths may accommodate one or two-way travel. Bike paths can be used to provide recreational opportunities in scenic areas or to establish bicycle commuter routes where these needs cannot be adequately met by the existing street system. Bike paths are expensive to construct and maintain in comparison to the other types of bikeways, and would normally only be used in areas which can support a high density of bicycle traffic.

Bike lanes are on-street facilities designated by a solid white line along the right hand side of the road, and are designed for one-way travel. Bike lanes are designed to enhance the safety and convenience of cyclists using a main street by defining a space on the road specifically for bicycle use.

Bike routes are identified on the roadway by signing only, and no special pavement markings are provided. Bike route signs are used to alert motorists to the presence of bicycles on the street, to indicate alternative routes for bicycling to the major roads, and to fill gaps in a bikeway system where bicycle lanes or paths are not feasible. Bike routes would normally be placed along more lightly traveled roadways.



Table GG

Recommended Bikeways

<u>Route</u>	<u>Status</u>
Wilson Street	Lane
Williams Street	Route
Lincoln Street	Route
Westward Avenue	Lane
Wesley Street	Lane
Ramsey Street	Route
Highland Springs	Lane
Sunset Avenue, north of Interstate 10	Lane
Eighth Street	Route
San Geronio Avenue, George to Interstate 10	Route
balance of roadway	Lane
Hargrave Street	Lane
Hathaway Street, north of Interstate 10	Route

J. SOLID WASTE SYSTEMS

1. Existing Setting

Solid waste collection services within the planning area are provided by Inland Disposal Company. This firm serves the Cities of Banning, Beaumont, and San Jacinto, as well as surrounding unincorporated areas. Solid wastes from the planning area are deposited at the Lamb Canyon Sanitary Landfill, which is located approximately three miles south of Beaumont on Highway 79. Riverside County owns and operates this facility, which has a life span beyond the year 2000 at present refuse reception rates.

2. Issues and Opportunities

The Riverside County Solid Waste Management Plan was prepared by the Riverside County Road Department in January 1984. The purpose of the plan is to "provide a comprehensive solid waste management system for Riverside County which provides for the safe, efficient, economic, and sanitary storage, collection, transportation, recovery, and disposal for solid wastes, while protecting the general public health and the environment. The report, a revision to the previous 1980 plan, presents a comprehensive study of the various aspects of solid waste management throughout Riverside County. Major elements of the Solid Waste Management Plan include analyses of waste generation, waste storage, waste collection, waste transfer and transportation, resource recovery, special and hard to handle wastes, hazardous wastes, litter control, waste disposal, administration and management, and funding.

The Solid Waste Management Plan identifies four major categories of generated solid wastes, each with a distinct composition and usually generated by a specific type of land use. These categories include municipal, industrial, agricultural, and liquid wastes.

Municipal wastes are those commonly generated by residential and commercial land uses, and generally are comprised of typical household garbage and yard wastes. Industrial wastes are similar to municipal wastes with respect to large quantities of waste paper. In addition, industrial wastes include a significant amount of synthetic materials, including hazardous wastes, from industrial processes. Agricultural wastes are primarily composed of plant and animal wastes generated through crop and livestock production. Plant wastes include crop residues and spoiled produce; animal wastes include manure and bedding materials. Certain liquids are legally defined as solid wastes, and can be disposed of at sanitary landfills. This primarily includes septic tank and chemical toilet pumpings, as well as a variety of nontoxic liquids.

According to the Solid Waste Management Plan, approximately 73,500 tons of solid waste are being generated annually within the service area of the Lamb Canyon landfill. By the year 2000, this service area will be generating approximately 103,300 tons of solid waste annually. The major source of solid waste will be municipal wastes generated in Banning, Beaumont, and San Jacinto. The composition of wastes generated in the service area will remain similar to the existing composition; however, some increases in the proportion of industrial wastes is projected.



K. ENERGY FACILITIES AND USAGE

1. Existing Setting

a. Electricity

Electricity is supplied to individual customers within the City of Banning by the Banning Public Utilities Department. The Public Utilities Department is a retail agency which purchases its energy from Southern California Edison (SCE). This energy is delivered to the City by SCE, and is received at the SCE substation located on east Ramsey Street. SCE 115 KV transmission lines bring power into this substation, where it is stepped down to 33 KV and sold to the City. From this substation, SCE has four 33 KV transmission lines. Three of these lines serve areas other than Banning; the fourth line is used to supply power to the City. The power that is purchased at the SCE Banning Substation is delivered to five distribution substations operated by the City by means of the City's looped 33 KV subtransmission line. A comprehensive local service network feeds from the backbone system.

Electricity within the unincorporated portions of the planning area is supplied directly by SCE through a local service network emanating from its Banning Substation. Current City policy is for the City to begin providing electrical service upon annexation where feasible.

The San Geronio Pass is a major energy transmission corridor. Significant transmission lines and rights-of-way owned by Southern California Edison within Banning's sphere of Influence include two parallel 220 kV lines running east/west along the southern margin of the Banning Bench above presently developed areas. Their combined right-of-way varies in width from 520 to 550 feet.

A network of smaller 115 kV lines passes through the planning area, connecting

to SCE's Banning substation. One of the lines follows the base of the San Bernardino Mountains before heading south toward the substation. Another line runs east/west near the base of the San Jacinto Mountains in the southern portion of the planning area. A third 115 kV line travels parallel to this line from the east, turning north at San Geronio Avenue before heading west along Interstate 10.

A 500 kV power transmission line is proposed along with a 330 foot wide right-of-way to be located along the base of the San Jacinto Mountains. However, SCE is proceeding with plans to build a detour through the mountains since it has not been able to secure an easement across Morongo Indian Reservation lands to the east. The detour would place the line outside of Banning's Sphere of Influence.

b. Natural Gas

The planning area is currently served by the Southern California Gas Company. The Gas Company maintains a comprehensive system of distribution and service lines within both incorporated and unincorporated portion of Banning's General Plan area.

In addition to local lines, three major natural gas transmission lines cross the area from east to west, running parallel to Interstate 10. These include lines "2000", "2001" and "5000". Line 2000 is a 30-inch pipeline within a 16.5 foot easement, entering the planning area at Banning Airport, proceeding west on Lincoln, and entering Beaumont at First Street. Line 2001 is also a 30-inch line within a 16.5 foot right-of-way. This line enters Banning from the Morongo Indian Reservation at Hargrave and Wilson, and travels northwest toward Beaumont at a point east of Sunrise Avenue.

Line 5000 is a 36 inch pipeline within a 50 foot wide right-of-way. Line 5000 enters Banning south of the airport, angles south to Wesley at Scott Street and Hathaway

Street, and then west along Wesley Street to the western end of the planning area. All three transmission lines carry natural gas at high pressure from the eastern desert region to the western end of Riverside County.



c. Wind Energy

Because of the constant winds in the Pass area, it is currently experiencing great popularity for the development of "wind farms" to generate electrical energy. These wind farms are currently located in the eastern portion of the Pass, outside of Banning's Planning area.

2. Issues and Opportunities

a. Energy Transmission Corridors

The planning area has a unique position in regard to energy resources. The San Geronio Pass and the planning area contain a heavy concentration of electrical, natural gas, and oil (crude and refined) transmission lines and rights-of-way. These energy transmission corridors present both significant opportunities and constraints for future development.

On the positive side, future growth within the Banning study area can be supplied with adequate energy resources without major investment in major transmission facilities. In addition, energy transmission corridors present opportunities for the provision of recreational facilities and open space.

However, the negative aspects of these energy corridors must also must be recognized. Energy lines and rights-of-way will impact future development, limiting design options for individual projects by providing artificial linear spaces unavailable for development. These spaces be either left vacant to become future eyesores, or potentially significant public and/or private expenditures will be required to construct

and maintain landscaped areas possibly unnecessary or unusable for open space or recreational purposes.

In addition, major electrical transmission corridors include above ground lines which by themselves create significant negative visual impacts. The Banning area's otherwise spectacular views of the San Bernardino Mountains from Interstate 10 are marred by the concentration of numerous major electrical lines passing through the Banning study area.

As future growth occurs throughout Southern California metropolitan areas, additional energy transmission lines and corridors will be required to connect coastal areas to inland desert areas. Since there are few if any viable alternatives to the San Geronio Pass as a transmission corridor (depending on the origin and destination points), it is inevitable that at least several new corridors will be located within the Banning study area.

Because the numerous energy transmission lines passing through the planning area are generally owned and operated by public utility companies, the City's ability to control their location and design is limited. The City's primary avenue of control is as a commenting agency for environmental documents on proposed energy corridors.

The development of major new transmission lines and corridors in the San Geronio Pass will further impacts the visual quality of the study area. However, it is possible that impacts on the Banning study area may be limited. Recently, negotiations between Southern California Edison and the Morongo Indian Tribe for location of a proposed 500 kV transmission line across their reservation broke down, forcing SCE to adopt a route south of the reservation. The alternative route, although still in the Pass area, is located south of a ridge, and will not be as visible from Interstate 10 as the

originally proposed or other potential routes would have been.

B. Future Energy Use and Local Energy Facilities

Future development within the Banning study area will result in significant increases in energy consumption, which in turn will require significant future expansion of local electrical and natural gas distribution systems. Tables HH and II indicate projected year 2000 daily energy consumption within the City of Banning.

The Electrical System Study Five Year Plan of Improvements outlines a program for the expansion and the City's electrical system including additional substations and distribution facilities. The master plan, prepared in 1974, should be updated. In addition, periodic review of the plan should be undertaken as suggested in the 1974 study to insure adequate and timely expansion of the City's electrical distribution system, as well as the system's ability to support future growth.

Planning for the expansion of the area's natural gas distribution system is the responsibility of the Southern California Gas Company. To assist the Gas Company in its efforts to assure adequate natural gas facilities to support future development, the City should keep the Gas Company apprised of local development trends and anticipated changes in land use.

Although it is unlikely that any wind farms will be developed within Banning in the future, they could become an issue for the City. The primary concern is the aesthetic value of the Interstate 10 corridor leading from the Palm Springs area to Banning. Primary responsibility will rest with the County of Riverside.

Table HH

Projected Year 2000 Daily Electrical Consumption

Land Use Type	Daily Consumption Factor (Kwh/day/ac)	Acreage	Average Daily Consumption (Kwh/day)

Residential			
Very Low Density	33.2	700	23,200
Low Density	77.8	1,510	117,478
Medium Density	97.0	100	9,700
High Density	231.4	120	27,768
Commercial	79.4	245	19,465
Industrial	118.4	685	81,167
Schools/Parks	59.0	235	13,865
Airport	59.0	158	9,322
CITY TOTAL			301,965

Source for Consumption Factors: Southern California Edison

c. Energy Conservation

Opportunities for the City of Banning to insure energy savings are available not just as a result of the communitywide arrangement of land uses and in the design of individual buildings, but also in the design of neighborhoods and individual sites. Energy efficient design measures can be categorized according to the "scale" at which they occur. Thus, energy efficiency measures can be identified at community/neighborhood, site, and building design scales.

Table II

Projected Year 2000 Natural Gas Consumption

Land Use Type	Daily Consumption Factor (cu ft/day/ac)	Acreage	Average Daily Consumption (cu ft/day)

Residential			
Very Low Density	333.2	700	233,240
LowDensity	779.2	1,510	1,176,592
Medium Density	876.3	100	87,630
High Density	2,089.6	120	250,752
Commercial	79.4	245	19,465
Industrial	643.8	685	441,027
Schools/Parks	75.0	235	17,625
Airport	75.0	158	11,850
CITY TOTAL			2,238,181

Source for Consumption Factors: Southern California Gas Company

On a community wide scale, the City of Banning can help reduce energy consumption in a number of ways. By encouraging increases in local employment opportunities, and by providing housing in proximity to employment, commercial, and recreational opportunities, energy consumed in automobile travel can be reduced.

General increases in the intensity of development mean a reduction in infrastructure (streets, water lines, sewers, storm drains, and other utilities) required to support structures, which, in turn, means a reduction in the energy required to construct and maintain the City's physical

plant. A reduction in street width means less energy for construction and maintenance, and also affects microclimates, reducing space cooling and heating needs. Similarly, street trees and shade trees affect microclimates.

Energy used to operate a building can be categorized into direct and indirect uses. Space conditioning (heating and cooling) and appliance operation are the major direct uses. Water supply, wastewater treatment, and solid waste disposal consume energy indirectly. Production of commodities by industrial development is a direct use of energy, while the production of food and commodities consumed by the residential sector is an indirect use of energy.

"Design Affects Energy Consumption"

Site design affects energy consumption in the form of space heating and cooling in three ways. First, the effectiveness of passive design measures at the building scale is influenced by the orientation of structures. Orientation affects the amount of winter heat gain and the effectiveness of summer shading devices. Second, site design affects solar access to south-facing glazing and collectors. Third, it can influence natural ventilation and shading during the cooling season. Site design also affects indirect uses of energy including water use for irrigation and the availability of usable outdoor environments.

Shared recreational facilities within a development, such as a clubhouse/swimming pool complex reduces energy consumption by reducing or eliminating the need for individual homeowners to install such facilities. They also reduce the need to drive to more centralized facilities, thereby minimizing transportation energy use.

Other measures which can be incorporated into site design for residential, commercial and/or industrial sites include:

- * provide for clusters of buildings with protected indoor or plaza/open areas to promote wind and sun protection
- * construct internal roadways at the minimum widths necessary for safe circulation to minimize solar reflection and heat radiation
- * where possible, locate reflective surfaces (i.e. parking lots) on the north and east side of buildings to decrease heat gain and reflection to adjacent buildings; alternatively, where parking areas must be located to the south or west of buildings, provide landscaping to reduce heat gain
- * orient the maximum amount of glass possible toward the south, the side with the greatest amount of solar collection (heat gain potential)
- * use appropriate building shapes and locations to promote maximum feasible solar access of individual units
- * design individual buildings to maximize natural internal lighting through interior court wells, interior court areas, and building shapes
- * use canopies, and overhangs to shade windows during summer months while allowing for reflection of direct sunlight during winter months (care should be taken to assure that overhangs and canopies do not prevent sufficient light for daytime purposes)
- * install windows and vents in commercial and industrial buildings to provide through ventilation
- * construct roofs of reflective materials to reduce solar roof gains, unless a passive heat system is provided



- * incorporate the use of deciduous trees in landscaping plans, especially near buildings and around large expanses of paved areas
- * incorporate deciduous vines on walls, trellises and canopies to shade south and westward facing walls, to cool them in summer months
- * provide wind breaks to protect against winter winds
- * trees and hedges planted close to buildings should be located so as to channel beneficial cooling breezes through openings

Numerous methods are available to reduce energy consumption at the building scale, and are well documented. In general, these methods consist of passive measures such as insulation against unwanted heat gain or loss and maximization of natural lighting and ventilation, as well as active measures such as provision of solar water heating. Many building scale energy conservation measures have been incorporated into Title 24 of the California Administrative Code, and are required of all residential structures.

L. COMMUNITY DEVELOPMENT OBJECTIVES AND POLICIES

OBJECTIVE:

- 25.0 Distribute land uses to create a pattern which organizes future growth, minimizes conflicts with existing and future land uses, and promotes the rational utilization of underdeveloped and undeveloped parcels.

POLICIES:

- 25.1 Require that the character and intensity of a proposed development project be compatible with the majority of surrounding existing and planned land uses.
- 25.2 Give priority to the compatibility of a proposed development with surrounding uses (existing and planned) over the maximum intensity of development indicated on the Banning General Plan Land Use Map.
- 25.3 Utilize the Land Use Compatibility Matrix (Table W) as a rough guide to the compatibility of land uses within the City of Banning.
- 25.4 Where conflicts between a proposed development and existing or planned land uses may occur, require the proposed project to provide adequate mitigation as appropriate. Such mitigation may include, but is not limited to, reduction of development intensity, expanded setbacks, building height limitations, special landscaping, revisions to proposed access, limitations on the use of hazardous materials, and/or limitations on operating hours.

"Transition Density"

- 25.5 Encourage creation of a transition from Low Density Residential development to Commercial development in the area north of Ramsey Street and west of Omar Street by allowing, where appropriate and compatible with low density areas to the north, increases in the maximum density of the Low Density Residential category.
- 25.6 Encourage creation of a transition from High Density Residential development on the south side of Williams Street from Sunset Avenue to Eighth Street. Limit the density of development fronting the south side of Williams to the lower end of the High Density Residential range, and permit residential development fronting the north side of Williams to exceed the maximum density of the Low Density Residential category.
- 25.7 Where planned commercial or industrial areas share a common property line with planned medium or high density residential areas, encourage the development of parking and loading areas along each side of the common boundary as a transitional area.
- 25.8 Require the architectural and site design elements of commercial developments to be compatible and complementary to adjacent residential neighborhoods where they will be visible from those neighborhoods, including screening of mechanical, loading, and trash collection areas.
- 25.9 Require that onsite lighting from commercial and industrial areas be directed away from adjacent residential areas, if any.

*"Wide Range of
Residential
Opportunities"*

OBJECTIVE:

- 26.0 Provide a wide range of residential opportunities and dwelling unit types at an average annual rate of 150 units over the next five years to meet the demands of present and future residents of all socioeconomic groups. (Assumes that demolition and construction of dwelling units identified as requiring replacement will be accomplished over a ten year period).

POLICIES:

- 26.1 Within **Very Low Density Residential** areas shown on the Banning General Plan Land Use Map, require residential development to occur at an overall density of not more than two dwelling units per gross acre (0-2 du/ac). Require that development within this land use category be characterized by one of the following:
- a. In all areas designated Very Low Density Residential: Single family, rural-oriented dwellings, including the keeping of domestic farm animals.
 - b. In areas designated Very Low Density Residential which are adjacent to existing or planned urban-intensity development where natural constraints make development of half-acre minimum lots impractical: Clustered single family dwellings on lots smaller than 20,000 square feet where sufficient open space has been preserved such that overall development density meets the requirements of the Very Low Density Residential category (0-2 du/ac figured over developed and open space lands).

26.2 Within **Low Density Residential** areas shown on the Banning General Plan Land Use Map, require residential development to occur at a density of two to five dwelling units per gross acre (2-5 du/ac). Require that development within this land use designation be characterized by single family dwellings in standard subdivisions, clustered detached and attached single family dwellings in planned developments, or mobilehomes in mobilehome parks or subdivisions.

26.3 Within **Medium Density Residential** areas shown on the Banning General Plan Land Use Map, require residential development to occur at a density of five to twelve dwelling units per gross acre (5-12 du/ac). Require that development within this land use designation be characterized by mobilehome parks and subdivisions, clustered attached and detached single family single family dwellings, duplexes, or multiple family dwellings or dwelling unit groups (both for-sale and rental housing).

***"Permit Mixed-Use
Developments"***

26.4 Within **High Density Residential** areas shown on the Banning General Plan Land Use Map, require residential development to occur at a density of twelve to twenty-four units per gross acre (12-24 du/ac). Require that development within this land use designation be characterized by low and medium rise multiple family development, including both for-sale and rental housing. Where appropriate to meet the daily retail and service commercial needs of residents, permit neighborhood commercial uses within areas designated High Density Residential.

26.5 Within **Specific Plan** areas shown on the Banning General Plan Land Use Map, permit larger-scaled, mixed use developments subject to approval of a specific plan in accordance with state law and City ordinances. Within these specific plan areas, emphasize residential development to meet a mixture of housing types and sizes along with retail commercial, recreation, and other types of uses consistent with Article 16H of the Banning Municipal Code.

26.6 Where adequate infrastructure and public services are available, and where the resulting development would be compatible with surrounding land uses (existing and planned), permit density bonuses of up to 25 percent over the maximum allowable density of the applicable general plan designation, provided any of the following conditions are met:

- a. Open space and/or recreational amenities are provided in substantial excess of those required by City of Banning ordinances.

- b. A minimum of five percent of the proposed dwelling units are designed so as to be accessible for handicapped residents.
- c. Units are provided at rates affordable to low and moderate income residents (a two-for-one percentage bonus to a maximum of 25 percent is available).

26.7 Encourage senior citizen developments in areas where adequate facilities to support the specialized needs of seniors can be provided consistent with the type of senior citizen housing being provided (see discussion of the special needs of senior citizens housing on pages IV-6 through IV-9).

26.8 Encourage "Planned Residential Developments," which provide housing that is varied by type, design, form of ownership, and size. In particular, utilize planned residential developments on small, oddly configured parcels where conventional residential product designs would result in inefficient land utilization and where planned development standards can achieve innovative housing concepts.

26.9 Encourage the use of innovative construction methods, design standards and energy conservation techniques in new housing development.

OBJECTIVE:

*"Promote a Sense
of Community"*

- 27.0 Within residential areas, promote a "sense of community" and pride through increased neighborhood interaction and enhanced project design.¹

POLICIES:

- 27.1 Encourage design of residential projects to comprise several smaller, distinctive "micro-neighborhood" areas through the use of visual separations (e.g. use of cul-de-sacs, loop streets, topographic variations, landscaping, walls and fences, and building types).
- 27.2 Incorporate the micro-neighborhood concept into street design through the use of a graduated street system as follows:
- a. Locate residential units on short local street (cul-de-sacs or loops, wherever possible).
 - b. Feed short local streets into local collectors, onto which dwelling units would not front.
 - c. Feed local collector street into circulation element streets.
- 27.3 Discourage non-local traffic on local streets by the graduated street system, and if necessary, by traffic modification devices.

¹ Utilization of the micro-neighborhood concept will also promote objectives related to crime prevention by making potential criminal activity more recognizable, and will also improve pedestrian safety.



27.4 Require front yard setbacks and encourage lot widths to be varied to avoid monotonous patterns of houses.

27.5 Within attached residential projects, encourage front facades to be broken up with entries, other recessed areas, or roof gables to avoid flat-front structures.

27.6 Require that a minimum of one - fifteen gallon street tree per lot be planted along interior streets, and that two - fifteen gallon street trees per lot be planted along exterior streets.

27.7 Within multiple family developments, encourage buildings to be oriented at angles to each other to avoid facing the living space of one unit to another.

27.8 Within multiple family developments, require that private spaces such as patios or balconies be provided to each unit.

OBJECTIVE:

28.0 Development of new housing units affordable to income groups (outlined in Table R) over the next five years.

POLICIES

28.1 Pursue available housing assistance programs funded by the state and federal governments.

- 28.2 Utilize local land use and development controls to encourage non-market rate housing development in accordance with Sect. 65915-65918, Cal. Govt. Code.
- 28.3 Utilize local public finance tools such as SB99 and AB 1355 to provide below market rate mortgage financing for both sales and rental units.
- 28.4 Continue a policy of expeditious processing of residential development proposals and permits.
- 28.5 Actively promote equal housing opportunities.
- 28.6 Recognize the special needs of the aged, handicapped, large families, female-headed households, farmworker households, and the homeless and promote the development of new affordable housing opportunities for these groups.

OBJECTIVE:

- 29.0 Expansion of affordable housing opportunities for low and moderate income households by capturing for the benefit of eligible City residents 20 new Federal housing subsidies over the next five years.

POLICIES:

- 29.1 Continue to cooperate with the Riverside County Housing Authority in placing Section 8 certificates in the community, or in securing funding for such successor program as may be created during the term of this Housing Element.

***"Rehabilitate 25
Dwellings Per Year"***

OBJECTIVE:

- 30.0 Rehabilitation of deteriorated dwellings at an average annual rate of 25 units over the next five years.

POLICIES:

- 30.1 Continue to pursue housing programs offered by the State and Federal governments.
- 30.2 Utilize local financing authorities to provide below-market rate rehabilitation loans for both owner-occupied and rental housing.
- 30.3 Promote utilization of rehabilitation assistance programs to alleviate overcrowded conditions.
- 30.4 Encourage continued maintenance of currently sound housing through a local information and assistance program.
- 30.5 Recognize the special housing needs of the aged, handicapped, large family, and female-headed households for rehabilitation assistance.

OBJECTIVE:

- 31.0 Retain at no less than present levels (approximately 100) the number of subsidized housing units of all types.

POLICIES:

- 31.1 Continue to cooperate with the Riverside County Housing Authority and other agencies to maintain the existing stock of affordable housing and to ensure replacement of any units which might be lost.

OBJECTIVE:

- 32.0 Retain at no less than present levels the amount of land available for construction of new housing (see Table S).

POLICIES:

- 32.1 Enforce land use policies which protect residential land from encroachment by other types of uses.
- 32.2 Where it is necessary or desirable to convert residential lands to other uses, provide additional residential opportunities in other areas of the City as necessary to assure an adequate inventory of residential land to meet projected growth.

OBJECTIVE:

- 33.0 Provision of commercial areas within the City which are conveniently located, efficient, attractive, safe for pedestrian and vehicular circulation in order to serve the larger portion of the City's regular retail and service commercial needs, while also providing tourist commercial retail

POLICIES:

- 33.1 Within **Downtown Commercial** areas designated on the Banning General Plan Land Use Map, encourage development of a mixture of downtown commercial uses (those uses consistent with the purpose and intent of Article 8A of the Banning Municipal Code); high density residential; and public, semi-public, and institutional uses as defined in the City of Ban-

ning's redevelopment plan for the downtown area and summarized on Page IV-66.

33.2 Within **Commercial** areas designated on the Banning General Plan Land Use Map, permit neighborhood convenience, general and specialty retail, highway/tourist oriented retail and services, and community shopping facilities.

33.3 In the vicinity of the **Visitor Centers** symbols shown on the Banning General Plan Land Use Map, encourage uses which provide a focus of community identity or activities or uses which emphasize retail and service facilities oriented toward freeway travelers and tourists. Specifically,

- a. Recognize the "gateway" status of lands at the Highland Springs Avenue interchange at Interstate 10, encouraging community identification signage and emphasizing services and facilities which are oriented to freeway travelers and to the San Geronio Pass area as a whole.
- b. Maintain and strengthen the emphasis on food and lodging services in the vicinity of Ramsey and Twenty-second streets.
- c. Emphasize rural, historical, and equestrian-oriented facilities, services, and activities in the vicinity of the Banning Fairgrounds.

"Encourage Visitor Serving Centers"

- d. Emphasize civic/cultural facilities and activities, as well as tourist information services and specialty shopping oriented to travelers in the vicinity of the San Gorgonio Inn.
- e. Encourage the development of food and lodging services along east Ramsey at its interchange with Interstate 10, including community identification signage.

- 33.4 Orient commercial areas to the pedestrian through utilization of seating areas, courtyards, landscaping, and similar measures.
- 33.5 Encourage reciprocal parking and access arrangements between individual commercial parcels, particularly along Ramsey Street.
- 33.6 Limit the size of signs to that necessary for providing identification and direction, and require that signs be architecturally integrated with building design.
- 33.7 Require commercial uses to provide adequate lighting for the security and safety of onsite parking, loading, and pedestrian areas.
- 33.8 Within multi-tenant commercial developments, require coordination of signing to create an overall sign theme for the project.

OBJECTIVE:

*"Develop Modern,
Attractive Industrial
Plants and Parks"*

- 34.0 Development of modern, attractive industrial plants and industrial parks with a mix of industrial uses which provide a sound and diversified economic base and ample employment opportunities and which are compatible with the generally residential character of the City of Banning.

POLICIES:

- 34.1 Within **Airport and Related Industrial** areas shown on the Banning General Plan Land Use Map, encourage a wide range of manufacturing, assembly, storage, and related industrial; offices; and support commercial development, especially those which can benefit from proximity to the airport and those which provide airport-related goods and services.
- 34.2 Within **Industrial** areas shown on the Banning General Plan Land Use Map, encourage a wide range of manufacturing, assembly, storage, and related uses, including offices and support commercial.
- 34.3 Limit permitted industrial uses to those which can be made compatible with the other land use within the community in terms of use of hazardous materials; generation of noise, dust, odors, vibration, and glare; and any other factors identified as potential impacts.

*"Make Industrial
Compatible"*

"Provide Adequate Parking and Loading Areas"

- 34.4 Require industrial developments to provide adequate onsite parking and loading areas and to have direct access to major or local industrial streets. Prohibit industrial uses from having their primary access through residential areas.
- 34.5 Require industrial developments to provide beautification measures such as, but not limited to, screening of outdoor storage and activity areas, landscaped setbacks, and green open space areas. Within constraints of utility and economic feasibility, require industrial buildings to be designed to be aesthetically pleasing.
- 34.6 Encourage "Planned Industrial Developments," such as business parks, which provide a variety of industrial and support commercial uses in a master-planned development.
- 34.7 Require that signs be used for providing identification and direction only, and that signs be architecturally integrated with building design.
- 34.8 Require industrial uses to provide adequate lighting for the security and safety of onsite parking, loading, shipping and receiving, pedestrian, and working areas.
- 34.9 Within multi-tenant industrial or mixed-use commercial/industrial developments, require coordination of signing to create an overall sign theme for the project.

OBJECTIVE:

- 35.0 Retention of the significant natural features and rural character of the Banning Bench area.

POLICIES:

- 35.1 Within the **Public/Quasi Public** area shown on the Banning Bench inset of the Banning General Plan Land Use Map, prohibit all development not associated with water resource development, flood protection, or environmental enhancement.

- 35.2 Within **Conservation** areas shown on the Banning Bench inset of the Banning General Plan Land Use Map (lands generally containing slopes in excess of 30 percent and therefore deemed inappropriate for building sites), require minimum parcel sizes of 20 acres. Require that land uses be characterized by agricultural development and open space. Permit only single family, detached homes.



- 35.3 Within **Rural/Agriculture** areas shown on the Banning Bench inset of the Banning General Plan Land Use Map, require that development take occur at a maximum density of one dwelling unit per two gross acres (0-0.5 du/ac). Require that development be characterized by agricultural uses or rural home-sites which preserve the area's current rural lifestyle and visual open space. Permit only single family, detached homes consistent with the area's current rural lifestyle and visual open space. Permit only single family, detached housing.

35.4 Within **Rural Residential** areas shown on the Banning Bench inset of the Banning General Plan Land Use Map (those areas on which hillside construction can occur on slopes less than 10 to 15 percent), require that development occur at a maximum density of one unit per acre (0-1.0 du/ac). Require that development be characterized by agriculture and rural estate lots with densities providing a transition between Very Low Density areas to the south and areas with more severe slopes (and therefore lower densities) to the north. Permit only single family, detached housing.

35.5 Within **Very Low Density Residential** areas shown on the Banning Bench inset of the Banning General Plan Land use Map require that development not exceed a maximum density of two dwelling units per gross acre (0-2 du/ac). Within this area, encourage clustering of development to maximize open space, preserve the scenic quality of the area, and limit homesites to the most suitable areas.

35.6 Prior to approval of tentative tract maps or issuance of grading or building permits for development within any of the above land use categories, require submittal of a soils and geology report to confirm the stability of proposed cut slopes.

OBJECTIVES:

- 36.0 Flexibility in the types of lands uses permitted in areas exhibiting either severe economic decline or the potential for transition from industrial to commercial use.

POLICIES:

- 36.1 Within **Mixed Use** areas shown on the Banning General Plan Land Use Map, permit a mixture of light industrial, commercial, and high density residential (in the Mixed use area along east Ramsey Street only) where they can compatibly co-exist.
- 36.2 Within the Mixed Use area designated on the Banning General Plan Land Use map along the east Ramsey corridor, encourage the development of high density residential uses and small, multi-tenant buildings which can accommodate new light industrial or commercial businesses in Banning.¹
- 36.3 Within the Mixed Use area designated on the Banning General Plan Land Use map along the east Ramsey corridor, limit access for commercial and industrial uses to Ramsey Street.

¹ Typically these would be warehouse-type buildings which could be divided for use by several tenants, each having street frontage. In addition, the buildings could typically be divided for office, retail, or service commercial use in the front with storage, warehouse, or assembly areas in the rear. Alternatively, an entire building or an individual tenant's entire area could be devoted to office, retail, or commercial service use. The primary objective would be to encourage the transition of building use from low value, primarily small industrial uses to higher value uses with the addition of office and commercial space over time.

36.4 Within the Mixed Use area designated on the Banning General Plan Land Use map in the vicinity of the intersection of San Gorgonio Avenue and Lincoln Street, maintain flexibility by permitting both industrial development consistent with that permitted in the adjacent industrial area, as well as retail and service commercial uses oriented to travelers along Interstate 10 and State Highway 243.

OBJECTIVE:

37.0 Provision of adequate lands for the conduct of public and institutional affairs and protection of areas needed for future public and institutional facilities.

POLICIES:

37.1 Within **Public/Quasi Public** areas shown on the Banning General Plan Land Use Map, permit civic uses such as public buildings and other public facilities, including park lands; special district facilities, such as schools; and similar institutional uses.

OBJECTIVE:

38.0 Maintenance of City boundaries which are logical in terms of City service capabilities, social and economic interdependencies in the Pass area, citizen desires, and City costs and revenues.

*"Maintain Logical
City Boundaries"*

POLICIES:

38.1 Support the annexation of unincorporated areas into the City only when all of the following conditions are met:

- a. Genuine needs which could be met by annexation to the City exist in the area proposed for annexation.
- b. Significant social and economic interdependence and interaction between the City and the area proposed for annexation exist.
- c. Existing infrastructure in the area proposed for annexation is either compatible or can be made compatible with City standards.
- d. Immediate economic disadvantages to the City, if present, are outweighed by mitigating social and long-term economic factors.
- e. Areas proposed for annexation are consistent with the basic community identity, resources, goals and desires of the people and City of Banning.
- f. Revenues generated by the area proposed for annexation are sufficient to pay for the provision of City services.
Alternatively, it must be demonstrated that revenues will reach sufficient levels within a reasonable period of time.
- g. Citizens and landowners in the proposed area have expressed their desire for annexation to the City of Banning.

38.2 Use flexibility in the application of City standards to annexed areas where unique characteristics such as rural appearance should be preserved.

OBJECTIVE:

39.0 Maintenance of a water system which is capable of meeting the daily and peak demands of Banning customers, including the provision of adequate fire flows whenever needed.

POLICIES:

39.1 Provide systemwide improvements in advance of needs, and only permit development where and when adequate water service can be provided.

39.2 Require that water systems installed in newly developed areas be consistent with the most recent revisions of the Master Sewer Plan for the City of Banning.

39.3 Permit construction of interim facilities only where all of the following conditions are met:

- a. Construction of master planned facilities is not practical.
- b. Interim facilities will be sufficient to serve present as well as short-term future needs.
- c. The future construction of master planned facilities will not be jeopardized.

39.4 Require that prior to the recordation of tract maps for residential developments, or the submittal of building permit requests for commercial and industrial developments, fire hydrants in the project vicinity be tested to assure that adequate fire flows will be

available. If adequate flows are not available, require that either improvements be made to the area water system so that adequate flows will be available, or require that onsite fire protection systems be installed.

39.5 Require that the following measures be incorporated into residential structures within the City, where feasible: maintenance of water supply line pressures at 50 psi or less, inclusion of low-water-consuming fixtures and appliances (toilets, shower heads, faucets, dishwashers, washing machines, and the like), and insulation of water lines.

39.6 Require that the following measures be incorporated into the design of landscaping within the city, where feasible: use of low water consumption plants (particularly native species); installation of drip, automatic, and other water-conserving irrigation systems; use of mulch in all landscaped areas; design and expedient revegetation of manmade slopes to minimize runoff; and minimization of impervious areas.

OBJECTIVE:

40.0 Maintenance of a wastewater collection, treatment, and disposal system which is capable of meeting the daily and peak demands of Banning sewer customers.

POLICIES:

40.1 Provide systemwide improvements (including treatment and disposal capacity) in advance of needs, and only permit development where and when adequate wastewater services can be provided.

- 40.2 Require that sewer systems installed in newly developed areas be consistent with the most recent revisions of the Master Sewer Plan for the City of Banning.
- 40.3 Permit construction of interim facilities only where all of the following conditions are met:
 - a. Construction of master planned facilities is not practical.
 - b. Interim facilities will be sufficient to serve present as well as short-term future needs.
 - c. The future construction of master planned facilities will not be jeopardized.

OBJECTIVE:

- 41.0 Maintain Level of Service "C" along roadway, highway, and freeway links with the intention of maintaining Level of Service "D" during peak hours along Interstate 10 and at planning area intersections.

POLICIES:

- 41.1 Require all developments to construct master planned streets to their full master planned widths (see Table FF) where the development would front both sides of the street, and to their full master planned half-width where the development fronts one side of the street.
- 41.2 Prohibit developments which would increase traffic on existing City streets above its design capacity at Level of Service C, unless adequate mitigation is provided.
- 41.3 Restrict direct access along major highways to approved points of ingress and egress through relinquishing access rights to the City.

- 41.4 Where direct access to a major highway is necessary, limit the number of access points to one point per 300 feet of frontage or one point per parcel if the parcel is less than 300 feet wide.
- 41.5 Promote the construction of grade separations in the vicinity of the Hargrave Street and Sunset or Highland Springs Avenue railroad crossings. In addition, provide pedestrian crossings at these grade crossings.
- 41.6 Consider on-street parking to be secondary to the overall efficiency and capacity of a street design.

OBJECTIVE:

***"Maintain Safe
and Adequate
Circulation"***

- 42.0 Maintenance of safe and adequate public, pedestrian, bicycle, rail and air transportation systems to support planned land uses within the City of Banning.

POLICIES:

- 42.1 Expand existing bus routes into newly developing areas as soon as feasible; emphasize service to those concentrated activity areas -- commercial centers, industrial areas, high-density residential areas (especially senior citizen developments) and mobile home parks -- which produce high levels of traffic or are prime targets for public transit use.
- 42.2 Require new development to provide areas for bus stops or turnouts, as appropriate for both public transit and school bus service.
- 42.3 Support the planning and development of region-wide transportation systems in Riverside County.

- 42.4 Require the construction of sidewalks in all urban density residential subdivisions and encourage the construction of sidewalks in urban density residential areas which currently lack such facilities.
- 42.5 Require all commercial and industrial developments to provide facilities for locking up bicycles.
- 42.6 Provide signing and striping of bicycle lanes as outlined in Table GG.
- 42.7 Encourage the construction of a local rail spur to serve industrial development south of Interstate 10.
- 42.8 Encourage the continued expansion of facilities at Banning Municipal Airport. Encourage the construction of a full interchange at the I-10 Freeway to serve the proposed commercial visitor center at the east end of Ramsey Street, including preparation of an initial feasibility study.
- 42.9 Require commercial and industrial development to provide bicycle storage facilities for patrons and employees.
- 42.10 Encourage the provision of support commercial uses -- restaurants, copying facilities, convenience stores, etc. -- in close proximity to employment centers to encourage ridesharing and use of alternate modes of transport.

OBJECTIVE:

- 43.0 Maintenance of an adequate system of solid waste collection and disposal.

POLICIES:

- 43.1 As requested by the County of Riverside and as appropriate, support the County's solid waste management planning efforts.

OBJECTIVE:

- 44.0 Consumption of the minimal amount of nonrenewable energy resources needed to support existing and planned development consistent with the desired lifestyles and of residents and operational requirements of the business community.

POLICIES:

- 44.1 Require that all new residential structures comply with Title 24 energy conservation requirements.
- 44.2 Encourage innovative building, site design, and building orientation techniques which minimize energy use by taking advantage of sun/shade patterns, prevailing winds, landscaping, sunscreens, and thermal-absorbent materials, as well as other energy management techniques (see pages IV-96 to IV-97)
- 44.3 Where consistent with policies related to land use compatibility, encourage higher density development in close proximity to shopping, employment, recreational areas, and transit corridors.
- 44.4 Support programs which enhance the use of nonmotorized and public transit systems.
- 44.5 Wherever practical, buy or lease fuel efficient vehicles for City use.

- 44.6 Support informational programs related to energy conservation techniques.
- 44.7 Maintain utility rates which, to the extent practical and consistent with residential "lifeline" and economic development programs, provides incentives for energy efficiency and for the shifting of major energy use to nonpeak hours.
- 44.8 Through the design review process, encourage industrial development sponsors to investigate the economic feasibility of installing cogeneration facilities in new facilities.

V. The Housing Program

"Five-year Schedule of Actions"

The Housing Program presented herein sets forth a five-year schedule of actions the City is taking to implement the previously presented housing policies to achieve the City's housing goals and objectives. It is recognized that Federal housing programs, in particular, will be changing during the period of this Housing Element. As such changes occur, the Housing Program will be modified to reflect then-current resources.

A. Actions in Support of Achieving
 Housing Production Goals

Action A.1: Through existing subdivision and zoning ordinances, encourage the development of Planned Residential Developments and manufactured housing developments. This is a continuation of current policy.

Responsibility: City Planning Department
Funding: No special funding required.
Funding Source: City general fund.
Timetable: Continuous, 1985-1990
(Ongoing¹)

Action A.2: Through permit processing, encourage² the development of residential uses in mixed-use projects where such mixed uses would be locationally appropriate, using strict development standards to assure the desirability of dwellings so produced.

Responsibility: City Planning Department
Funding: Minimal
Funding Source: City general fund.
Timetable: Continuous, 1985-1990 (Ongoing)

1 "Ongoing" indicates that the program is currently operating within the City of Banning. "New" indicates programs which are to be established.

2 Encouraging residential development to achieve the objectives of individual actions such as Action A.2 will take the form of trade-offs against other issues, negotiations, and potential preferential treatment where warranted.

Action A.3: Through permit processing, encourage development of variations in housing type, ownership status, design and size, in accordance with documented housing needs in the community, including housing for upper income groups.

Responsibility: Planning Department

Funding: Minimal

Funding Source: City general fund.

Timetable: Continuous, 1985-1990 (Ongoing)

Action A.4: Through subdivision and zoning ordinances, and through the permit process, encourage use of innovative construction techniques, design standards, and energy conservation methods in new housing development.

Responsibility: City Planning and Building Departments

Funding: Minimal

Funding Source: City general fund

Timetable: Continuous, 1985-1990 (Ongoing)

Action A.5: Through development approval processes, assure that new residential development is appropriately located with respect to public and private facilities and services, including schools, retail facilities, parks, transportation systems, and the like.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City general fund.

Timetable: Continuous, 1985-1990 (Ongoing)

Action A.6: Initiate a process for, and distribute information regarding the activities of the City to assist in the resolution of housing discrimination cases.

Responsibility: City Manager's Office
Funding: Minimal
Funding Source: City general fund
Timetable: Continuous, 1985-1990 (New)
Start Date: November, 1986

Action A.7: Conduct a comprehensive analysis of the permitting procedures contained within the City of Banning Zoning Ordinance; as necessary and appropriate, simplify and clarify when each of the permits is required and the procedure for obtaining each.

Responsibility: City Planning Department
Funding: Minimal
Funding Source: City General Fund, Departmental Budget
Timetable: Adopt revisions by June 1987.

Action A.8: Revise the City of Banning Zoning Ordinance to allow residential use -- subject to a use permit -- above ground-floor commercial development in the Downtown Commercial (DC) zone.

Responsibility: City Planning Department
Funding: Minimal
Funding Source: City General Fund, Departmental Budget
Timetable: Adopt revision by June 1987.

Action A.9: Revise the City of Banning Zoning Ordinance to eliminate minimum size for Specific Plan areas.

Responsibility: City Planning Department
Funding: Minimal
Funding Source: City General Fund, Department Budget
Timetable: Adopt revision by June 1987.

Action A.10: Prepare a public information packet or brochure summarizing the City's zoning requirements, development fees, and permit procedures.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City General Fund,
Departmental Budget

Timetable: Prepare and have information ready for public by June 1987.

Action A.11: As appropriate, consolidate and simplify Specific Plan, Planned Development, and Condominium portions of Municipal Code; revise remove conflicts, overlaps, and inconsistencies.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City General Fund,
Departmental Budget

Timetable: Adopt revisions by June 1987.

**B. Actions in Support of Achieving
Housing Affordability Goal**

Action B.1: Participate with the Riverside County Housing Authority in the development of public housing units for low-income households in the City. Participation to include determination of desirability of potential project locations and other limited clerical functions as required.

Responsibility: City Redevelopment Agency

Funding: Variable with each project.

Funding Source: State and Federal funds
through Housing Authority
and City CDBG. (Apply Annually)

Timetable: Continuous, 1985-1990 (Ongoing)

Action B.2: Specifically encourage¹ development of assisted rental housing for the elderly and handicapped through the use of density bonuses (over General Plan density), tax-exempt bonds, and land write-downs, combined with Federal housing subsidies.

Responsibility: City Planning Department
Funding: Variable with each project.
Funding Source: Federal funds, through Housing Authority, CHFA, City CDBG Program.
Timetable: Continuous, 1985-1990 (New)
Start Date: November, 1986

Action B.3: Cooperate in the issuance of tax-exempt mortgage revenue bonds (SB99) to provide below-market rate long-term financing for low- and moderate-income housing projects.

Responsibility: City Redevelopment Agency
Funding: Variable with size of bond.
Funding Source: Bond proceeds.
Timetable: As needed, 1985-1990

Action B.4: Cooperate in the issuance of tax-exempt mortgage revenue bonds (AB1355) to provide below-market interest rate financing for the development of rental housing for low and moderate income residents.

Residents: City Redevelopment Agency
Funding: Variable with size of bond.
Funding Source: Bond proceeds.
Timetable: As needed, 1985-1990

Action B.5: Establish a public information program designed to acquaint all economic segments of the community with such advantageous housing finance, rental assistance, and fair housing programs as are available from time to time.

Responsibility: City Planning Department

Funding: \$3,000 annually.

Funding Source: City General Fund,
Departmental Budget

Timetable: At least annually, 1985-1990.

Action B.6: Participate in and provide for land purchase and land cost write downs for assisted housing.

Responsibility: City Planning Department
and Redevelopment Agency

Funding: Variable depending on available sites.

Funding Source: CDBG, tax increments, and other sources that become available.

Timetable: Continuous, 1985-1990 (Ongoing)

Action B.7: Work with the California HCD's Rural Finance Marketing Program to provide information to potential first-time homebuyers, builders, realtors, and developers information regarding below market interest rate mortgages for financing construction of single family housing. Participation to be limited to distribution of printed information.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City general fund

Timetable: Continuous, 1985-1990 (New)

Start Date: November, 1986

Action B.8: Assist potential developers to provide housing for low income, elderly, and/or handicapped households by applying for rural predevelopment loans through the California HCD's Rural Predevelopment Loan Program for site acquisition and preparation; architectural, engineering, legal, permit, and application fees; and/or bonding.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City general fund

Timetable: Continuous, Annual, 1985-1990
(New)

Start Date: November, 1986

Action B.9: Assist potential developers to provide housing for low income households by applying for predevelopment loans through the California HCD's Rural Land Purchase Fund for site acquisition.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City general fund

Timetable: Continuous, Annual, 1985-1990
(New)

Start Date: November, 1986

Action B.10: Work with the Farmers Home Administration to secure and distribute Section 502 low interest loans to finance the construction, acquisition, or acquisition and rehabilitation of single family residences.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City general fund

Timetable: Continuous, 1985-1990 (New)

Start Date: November, 1986

Action B.11: Work with the Farmers Home Administration to secure and distribute Section 515 low interest loans to finance the construction and acquisition and rehabilitation of apartment complexes for low and moderate income households.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City general fund

Timetable: Continuous, Annual, 1985-1990
(New)

Start Date: November, 1986

Action B.12: Require construction of new residential units to comply with the requirements of Title 24 energy standards, and to be energy efficient in design; orientation; and use of landscaping, materials, and appliances.

Responsibility: Departments of Building, Planning, and Engineering

Funding: Minimal

Funding Source: City general fund (departmental budgets)

Timetable: Continuous, 1985-1990 (Ongoing)

Action B.13: Work with the Riverside County Housing Authority to establish and seek funding for a continuous emergency shelter program within the City. Assistance from City staff to consist of identification of potential sites and related support (such as letters to agencies, etc.) as required.

Responsibility: Redevelopment Agency

Funding: Unknown

Funding Source: CDBG

Timetable: Have program in place by target date of July 1, 1987.

C. Actions in Support of Achieving
 Housing Condition Goals

Action C.1: Initiate use of Community
Development Block Grant funds for housing
rehabilitation.

Responsibility: City Planning Department
Funding: Approximately \$100,000
Funding Source: Community Development Block
Grant
Timetable: Continuous, Annual, 1985-1990.
(New)
Start Date: November 1986

Action C.2: Promote the alleviation of
overcrowded conditions by assigning funding
priority, where feasible, to rehabilitation
cases in which bedroom additions are
planned.

Responsibility: City Planning Department
Funding: Minimal
Funding Source: Individual rehabilitation
program used, and/or CDBG.
Timetable: Continuous, 1985-1990. (New)
Start Date: November 1986

Action C.3: Promote housing accessi-
bility for handicapped and disabled persons
by assigning funding priority, where
feasible, to housing rehabilitation cases
in which accessibility improvements are
planned.

Responsibility: City Planning Department
Funding: Minimal
Funding Source: Individual rehabilitation
program used, and/or CDBG.
Timetable: Continuous, 1985-1990. (New)
Start Date: November 1986

Action C.4: Establish a program of public information and technical assistance to encourage continued maintenance of currently sound housing.

Responsibility: City Planning and Engineering departments

Funding: \$3,000 annually

Funding Source: CDBG

Timetable: Continuous, 1985-1990. (New)

Start Date: November 1986

Action C.5: Work with the Farmers Home Administration to secure and distribute Section 504 low-interest loans and grants to finance the rehabilitation of owner-occupied residences for very low income households. (Apply Annually)

Responsibility: City Planning Department

Funding: Minimal

Funding Source: City general fund

Timetable: Continuous, 1985-1990

Action C.6: Prepare and adopt a "home-buyers' ordinance" to require inspection of dwelling units prior to change of ownership.

Responsibility: Departments of Building, Planning, and Engineering

Funding: Minimal for ordinance preparation

Funding Source: City general fund (departmental budgets), Federal or State funding

Timetable: Adopt ordinance by June 1987

**D. Actions in Support of Achieving
Housing Conservation Goals**

Action D.1: Work with the Riverside County Housing Authority and other agencies to seek subsidies to reduce the cost of housing and maintain at least at existing levels the number of subsidized housing units.

Responsibility: City Planning Department

Funding: Minimal

Funding Source: CDBG

Timetable: Continuous, 1985-1990 (New)

Start Date: November 1986

**E. Public Participation In the Housing
Program**

The Housing Program presented in this document represents in part comments received from the citizens of the City of Banning during an extensive public participation process. This process included public workshops held to discuss the Housing Program, as well as formal public hearings held before both the Planning Commission and City Council.

VI. Environmental Impact Report

A. INTRODUCTION

1. Contact Persons

The primary contact person for this report is Roger Derda. He can be contacted at the City of Banning Planning Department, 161 W. Ramsey Street, Banning, CA 92220, (714) 849-4511. The alternate contact persons is Lloyd Zola, AICP, preparer of this report. He can be contacted at **PLANNING NETWORK**, 1055 No. Euclid Avenue, Ontario, CA 91762, (714) 983-4144. The project applicant is the City of Banning, California.

2. Project Description

This environmental impact report addresses the impacts of a comprehensive update of the General Plan of the City of Banning, of which this environmental impact report is a part. The comprehensive update of the General Plan includes changes in the goals, objectives and policies of the City of Banning, and amendments to the Land Use Map, which is included in the Land Use Element of the General Plan.

The updated General Plan is arranged in five sections:

- I. Environmental Resources Element
- II. Public Health and Safety Element
- III. Aesthetic and Cultural Resources Element
- IV. Community Development Resources Element
- V. Housing Program
- VI. Environmental Impact Report

3. CEQA Requirements

The proposed comprehensive update of the City of Banning General Plan requires a discretionary action by the City of Banning, which is the Lead Agency. According to the California Environmental Quality Act (CEQA), all discretionary projects must be reviewed to determine their potential effects on the environment.

Pursuant to the City of Banning's Rules to Implement CEQA, an environmental checklist was prepared for the proposed project. The checklist concluded that the updated General Plan might have a significant effect on the environment. (For details of the information and determinations contained in the checklist, see Appendix A). Subsequent to the completion of the environmental checklist, the City of Banning Environmental Review Board met in July 1985 to review the updated General Plan. The Environmental Review Board determined that the comprehensive update to the General Plan required the preparation of an environmental impact report (EIR). A Notice of Preparation was issued on July 29, 1985, indicating that an EIR was being prepared, and inviting comments on the proposed project from public agencies and the public at large. Comments have been received, and are included in the appendices to this report.

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This General Plan update was prepared in accordance with the Office of Planning and Research (OPR) General Plan guidelines governing the information and analysis required to be included in General Plans. Basically, OPR requires that General Plans examine existing setting, the implications of planned future growth (found in this document in the "Issues and Opportunities" sections), and measures (found in this document in the form of goals, objectives, and policies) to manage planned growth (i.e. mitigate impacts). Thus, a General Plan contains most of the information required by CEQA.

Recognizing this fact, CEQA allows a General Plan to function as an EIR, utilizing the information contained within the General Plan as the discussion of existing setting, impacts, and mitigation measures. As stated in Section 15166 of CEQA,

"... The requirements for preparing an EIR on a local general plan, element, or amendment thereof will be satisfied by using the general plan, or element document, as the EIR and no separate EIR will be required, if:

(1) The general plan addresses all the points required to be in an EIR by Article 9 of these Guidelines, and

(2) The document contains a special section or a cover sheet identifying where the general plan document addressed each of the points required."

To comply with the latter provision, this section of the updated General Plan has been prepared, identifying the location of information in the General Plan regarding existing setting, impacts, and mitigation measures. Because this EIR contains an identification of available information in the General Plan, it also serves as a topical reference of subjects covered in the General Plan.

As its name implies, a general plan addresses existing setting, impacts, and mitigation measures in a general, or macroscale, fashion. General plans address the citywide or regional impacts of growth consistent with their goals, policies, and objectives. Due to this regional perspective, a general plan which functions as an EIR document -- as does this updated General Plan -- best fits the definition of a "program EIR" in CEQA.

As defined in Section 15168, program EIR's are intended to address macro-scale environmental impacts. Among the advantages of a program EIR is that it allows the Lead Agency to examine the cumulative effects of a large-scale project, such as the proposed comprehensive update to the City of Banning General Plan. Section 15168 states,

"... Use of a program EIR can ... Provide an occasion for a more exhaustive consideration of effects and alternatives than would be practical in an EIR on an individual action, ... Ensure consideration of cumulative impacts that might be slighted in a case-by-case analysis, ... Allow the Lead Agency to consider broad policy alternatives and programwide mitigation measures at an early time when the agency has greater flexibility to deal with basic problems or cumulative impacts."

Since this environmental impact report identifies the impacts of development consistent with the City of Banning General Plan, it can be anticipated that the bulk of future projects will fall within the scope of impacts and mitigation measures identified in this report, and that this document will

serve as adequate documentation of environmental impacts for most projects, provided that the projects comply with the policies contained in the General Plan.

4. Relationship to Future Environmental Documentation

As noted above, this environmental impact report best fits the definition of a program EIR, which addresses macro-scale impacts -- in this case, the impacts which can be expected to result from future growth consistent with the goals, objectives, policies and land use designations set forth in the General Plan. It can be anticipated that this EIR will address the environmental effects of most development within the City of Banning. For this reason, this document can be used for future projects for which no site-specific impacts are identified.

However, CEQA recognizes that program EIR's, which necessarily deal with macroscale impacts, may not adequately identify site-specific or unforeseen impacts of individual projects or implementation programs. For this reason, CEQA encourages the "tiering" of EIR's. Tiering is defined in Section 15385 of CEQA, which states,

"... Tiering ... allows agencies to deal with broad environmental issues in EIR's at planning stages and then to provide more detailed examination of specific effects in [subsequent] EIR's on later development projects that are consistent with or implement the plans."

As defined, tiering allows the use of subsequent EIR's to examine project- or site-specific environmental effects of projects consistent with the general plan which are not examined in the General Plan EIR. The extent to which the environmental effects of specific project must be documented is based on the determination of an Initial Study, which will

"... decide whether and to what extent the prior EIR is still sufficient with the proposed project ... (Section 15152)"

Thus, if an individual project consistent with the City of Banning General Plan is determined to have project- or site-specific impacts not adequately examined in this EIR, an individual EIR may be required. However, since project- or site-specific impacts may be identified only for a limited number of environmental factors, this EIR may be used to document the general impacts of the project.

5. Document Format

As noted above, this environmental impact report was prepared in accordance with the California Environmental Quality Act, which contains specific guidelines regarding the information and discussion which must be included in an EIR.

In addition to discussion of existing setting, project impacts and mitigation measures, CEQA also requires that an EIR examine other issues related to a proposed project. For this reason, the following chapters are included in this EIR:

Section B is a guide to the location of Existing Setting, Impacts, and Mitigation Measures in the balance of the General Plan.

Section C identifies the Growth-Inducing Impacts of the General Plan.

Section D identifies the Significant Unavoidable Environmental Effects which will result if expected growth occurs according to the outline in the General Plan.

Section E identifies the Relationship Between Local Short-Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity.

Section F identifies Significant Irreversible Environmental Changes Which Would Be Involved if the General Plan revision is implemented.

6. Intended Use of the EIR

This Environmental Impact Report is intended to be used for the following discretionary actions by the Lead Agency, the City of Banning:

- Adoption of a comprehensive revision of the General Plan of the City of Banning.
- Zone changes to accomplish consistency between zoning designations and the General Plan.

- Environmental documentation for implementation programs contained within the General Plan (with the exception of implementation programs which are determined prior to being put into effect to have unforeseen or site-specific impacts, in which case individual EIR's may be required).
- Environmental documentation for individual projects which are consistent with the goals, objectives, and policies of the General Plan, and which are determined not to have site-specific or unforeseen impacts.

B. ENVIRONMENTAL ANALYSIS

1. Environmental Resources: Earth Resources

a. Existing Setting

1. **Landforms and Topography.** Existing landforms within the study area are discussed in the Land Resources section of the Environmental Resources Element on Page I-2.

2. **Soils.** Discussion of soils found within the study area is found in the Land Resources section of the Environmental Resources Element on Page I-7.

3. **Open Space Lands.** A discussion of existing open space lands within the study area is contained in the Land Resources section of the Environmental Resources Element on Page I-9.

4. **Agricultural Lands.** A discussion of existing agricultural lands, including an inventory of land by capability classification and a discussion of agricultural preserves within the study area, is found in the Land Resources section of the Environmental Resources Element on Page I-12.

5. **Mineral Resources.** Existing mineral resources within the study area, including an inventory of available aggregate resources, are discussed in the Land Resources section of the Environmental Resources Element on Page I-18.

b. Project Impacts

1. **Landforms and Topography.** The impact of expected future development consistent with the General Plan is discussed under "Issues and Opportunities" in the Land Resources section of the Environmental Resources Element on page I-6.

2. **Soils.** The impact of expected future development consistent with the General Plan is discussed under "Issues and Opportunities" in the Land Resources section of the Environmental Resources Element on Page I-8.

3. **Open Space Lands.** The impact of development consistent with the General Plan is discussed under "Issues and Opportunities" in the Land Resources section of the Environmental Resources Element on Page I-10.

4. Agricultural Lands. The impact of future development consistent with the General Plan is discussed under "Agricultural Resources: Issue and Opportunities" in the Land Resources section of the Environmental Resources Element on Page I-17.

5. Mineral Resources. The impact of future development consistent with the General Plan is discussed under "Mineral Resources: Issues and Opportunities" in the Land Resources section of the Environmental Resources Element on Page I-24.

c. Mitigation Measures

This section identifies the location of Mitigation Measures regarding the following subject areas:

1. Landforms and Topography.

Objective: 1.0 (Page I-48).

Policies: 1.1, 1.2 (Page I-48).

2. Soils.

Objective: 2.0, 3.0, 4.0 (Pages I-48 to I-50).

Policies: 2.1, 2.2, 2.3, 2.4, 2.5, 2.6, 2.7, 2.8, 2.9, 3.1, 4.1, 4.2, 4.3, 4.4 (Pages I-48 to I-50).

3. Open Space Lands.

Objectives: 1.0, 3.0, and 5.0 (Pages I-48 to I-50); 20.0 (Page III-26); 25.0; (IV-26); and 35.0 (Page (IV-121))

Policies: 1.1 and 1.2, 3.1, 5.1, 5.2, 5.3 (Pages I-48 to I-51); 20.3, 20.5, 20.9, and 20.11 (III-26 to III-27); 23.1 (Page III-29); 35.1 and 35.2 (IV-121)

4. Agricultural Lands.

Objectives: 3.0, 5.0 (Pages I-49 and I-50)

Policies: 3.1, 5.1, 5.2, 5.3 (Pages I-49 to I-51).

5. Mineral Resources.

Objectives: 6.0, 7.0 (Page I-51)

Policies: 6.1, 6.2, 6.3, 7.1, 7.2, 7.3, 7.4
(Pages I-51 to I-53)

2. Environmental Resources: Air Resources

a. Existing Setting

1. **Climate.** Study area climatic conditions are discussed in the Air Quality section of the Environmental Resources Element on Page I-28.

2. **Air Quality.** Existing air quality, including an inventory of ambient air quality, is discussed in the Air Quality section of the Environmental Resources Element on Page I-28.

b. Project Impacts

1. **Air Quality.** The impacts of development consistent with the General Plan on study area air quality are discussed under "Issues and Opportunities" in the Air Quality section of the Environmental Resources Element on Page I-32.

c. Mitigation Measures

This section identifies the location of Mitigation Measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding the maintenance of air quality.

Objectives: 8.0, 9.0 (Page I-54)

Policies: 8.1, 8.2, 9.1 (Page I-54). Additional policies regarding air quality are found in the Transportation and Energy sections of the General Plan.

3. Environmental Resources: Water Resources

a. Existing Setting

1. **Surface Water.** Existing drainage and hydrology in the study area is discussed in the Water Resources section of the Environmental Resources Element on Page I-36.

2. **Groundwater.** Existing groundwater conditions, including a discussion of safe available yield from existing supplies, are discussed in the Water Resources section of the Environmental Resources Element on Page I-37.

3. **Water Quality.** Discussion of existing groundwater quality is found in the Water Resources section of the Environmental Resources Element on Page I-38.

b. Project Impacts

1. **Surface Water.** The impacts of development consistent with the General Plan are discussed under "Issues and Opportunities" in the Flood Hazards section of the Public Health and Safety Element on Page II-14.

2. **Groundwater.** The impacts of expected future development are discussed under "Issues and Opportunities" in the Water Resources section of the Environmental Resources Element on Page I-38.

3. **Water Quality.** The impacts of expected future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Water Resources section of the Environmental Resources Element on Page I-38.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding the following issues:

1. Surface Water

Objective: 13.0 (Page II-44)

Policies: 13.1, 13.2, 13.3, 13.4 (Page II-44 to II-45)

2. Groundwater and Water Quality

Objective: 10.0 (Page I-54)

Policies: 10.1, 10.2, 10.3, 10.4, 10.5 (Pages I-54 to I-55)

4. Biological Resources

a. Existing Setting

1. **Vegetation.** Existing flora within the study area, including listing and identification of vegetative associations and endangered species, are discussed in the Biological Resources section of the Environmental Resources Element on Page I-44.

2. **Wildlife.** A discussion of fauna found within the study area is included in the Biological Resources section of the Environmental Resources Element on Page I-46.

b. Project Impacts

1. **Vegetation and Wildlife.** The impacts of expected future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Biological Resources section of the Environmental Resources Element on Page I-46.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding the preservation of vegetation and wildlife:

Objective: 11.0 (Page I-55)

Policies: 11.1, 11.2, 11.3, 11.4 (Page I-56)

5. Public Health and Safety: Seismic Hazards

a. Existing Setting

Discussion of seismic hazards within the study area is found in the Seismic Hazards section of the Public Health and Safety Element on Page II-2.

b. Project Impacts

The impacts of expected future development are discussed under "Issues and Opportunities" in the Seismic Hazards section of the Public Health and Safety Element on Page II-8.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding seismic hazards.

Objective: 12.0 (Page II-44)

Policies: 12.1, 12.2, 12.3 (Page II-44)

6. Public Health and Safety: Flood Hazards

a. Existing Setting

Flood hazards created by existing study area drainage conditions are discussed in the Flood Hazards section of the Public Health and Safety Element on Page II-12.

b. Project Impacts

The impacts of development consistent with the General Plan are discussed under "Issues and Opportunities" in the Flood Hazards section of the Public Health and Safety Element on Page II-14.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding flood hazards:

Objective: 13.0 (Page II-44)

Policies: 13.1, 13.2, 13.3, 13.4 (Pages II-44 and II-45)

7. Public Health and Safety: Noise

a. Existing Setting

1. **Interstate 10.** Noise generated by Interstate 10 is discussed in the Noise section of the Public Health and Safety Element on Page II-18.

2. **Southern Pacific Railroad.** Noise generated by the Southern Pacific Railroad operations is discussed in the Noise section of Public Health and Safety Element on Page II-19.

3. **Surface Streets.** Noise levels on selected surface streets is discussed in the Noise Section of the Public Health and Safety Element on Page II-20.

4. **Banning Municipal Airport.** Noise generated as the result of aircraft operations at Banning Municipal Airport is discussed in the Noise section of the Public Health and Safety Element on Page II-21.

5. **Residential Neighborhood Ambient Noise Levels.** Existing ambient noise levels within residential areas are discussed in the Noise section of the Public Health and Safety Element on Page II-22.

6. **Impacted Noise-Sensitive Facilities.** Existing noise-sensitive facilities within the study area are discussed in the Noise section of the Public Health and Safety Element on Page II-22.

b. Project Impacts

The impacts of development consistent with the General Plan on noise within the study area are described under "Issues and Opportunities" in the Noise section of the Public Health and Safety Element on Page II-23.

c. Mitigation Measures

This section identifies the location of mitigation measures regarding noise in the Existing Setting/Issues and Opportunities portion of the General Plan.

Objective: 14.0 (Page II-45)

Policies: 14.1, 14.2, 14.3, 14.4, 14.5 (Page II-45 and II-46)

8. Public Health and Safety: Crime Prevention Services

a. Existing Setting

Existing crime prevention services are discussed in the Crime Prevention Services section of the Public Health and Safety Element on Page II-26.

b. Project Impacts

Impacts of expected future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Crime Prevention Services section of the Public Health and Safety Element on Page II-27.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding crime prevention.

Objective: 15.0 (Page II-46)

Policies: 15.1, 15.2, 15.3 (Page II-46 and II-47)

9. Public Health and Safety: Fire Hazards and Prevention Services

a. Existing Setting

Existing fire prevention services are discussed in the Fire Hazards and Prevention Services section of the Public Health and Safety Element on Page II-32.

b. Project Impacts

1. **Need for Additional Stations.** Impacts of anticipated future development are discussed under "Issues and Opportunities" in the Fire Hazards and Prevention Services section of the Public Health and Safety Element on Page II-34.

2. **Water Pressure and Fire Flows.** Impacts of anticipated future development are discussed under "Issues and Opportunities" in the Fire Hazards and Prevention Services section of the Public Health and Safety Element on Page II-37.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding fire hazards and prevention services.

Objectives: 16.0, 17.0 (Pages II-47 and II-48)

Policies: 16.1, 16.2, 16.3, 16.4, 16.5, 16.6, 16.7,
16.8, 16.9, 17.1, 17.2, 17.3, 17.4, 17.5
(Pages II-47 to II-49)

10. Public Health and Safety: Hazardous Materials

a. Existing Setting

1. **Transport.** Existing public safety and nuisance factors related to the transport of hazardous materials is found in the Hazardous Materials section of the Public Health and Safety Element on Page II-38.

2. **Storage and Use.** Existing public safety and nuisance factors related to the storage and use of hazardous materials is discussed in the Hazardous Materials section of the Public Health and Safety Element on Page II-39.

3. Disposal. Existing public safety and nuisance factors related to the disposal of hazardous materials is discussed in the Hazardous Materials section of the Public Health and Safety Element on Page II-40.

4. Response to Emergencies. The ability of local agencies to respond to hazardous materials emergencies is discussed in the Hazardous Materials section of the Public Health and Safety Element on Page II-40.

b. Project Impacts

Impacts of future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Hazardous Materials section of the Public Health and Safety Element on Page II-41.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding hazardous materials.

Objective: 18.0 (Page II-49)

Policies: 18.1, 18.2, 18.3 (Page II-49 to II-51)

11. Public Health and Safety: Emergency Services

a. Existing Setting

Existing emergency services within the study area are discussed in the Emergency Services section of the Public Health and Safety Element on Page II-43.

b. Project Impacts

Impacts of future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Emergency Services Section of the Public Health and Safety Element on Page II-43.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding emergency services.

Objectives: 19.0 (Page II-51)

Policies: 19.1, 19.2, 19.3 (Page II-51)

12. Aesthetic and Cultural Resources: Visual Resources

a. Existing Setting

Existing visual resources within the study area are described in the Visual Resources section of the Aesthetic and Cultural Element on Page III-2.

b. Project Impacts

Impacts of the expected future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Visual Resources section of the Aesthetic and Cultural Element on Page III-5.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding visual resources.

Objective: 20.0 (Page III-26)

Policies: 20.1, 20.2, 20.3, 20.4, 20.5, 20.6, 20.7, 20.8, 20.9, 20.10, 20.11 (Page III-26 and III-27)

13. Aesthetic and Cultural Resources: Historical and Archaeological Resources

a. Existing Setting

Identified historical and archaeological resources within the study area are discussed in the Historical and Archaeological Resources section of the Aesthetic and Cultural Element on Page III-9.

b. Project Impacts

Impacts of anticipated future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Historical and Archaeological Resources section of the Aesthetic and Cultural Element on Page III-12.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding historical and archaeological resources.

Objectives: 21.0 (Page III-27)

Policies: 21.1, 21.2, 21.3, 21.4, 21.5
(Pages III-27 and III-28)

14. Aesthetic and Cultural Resources: School Facilities

a. Existing Setting

Existing school facilities within the study area are discussed in the School Facilities section of the Aesthetic and Cultural Element on Page III-14.

b. Project Impacts

Impacts of anticipated future development consistent with the General Plan are discussed under "Issues and Opportunities" in the School Facilities section of the Aesthetic and Cultural Element on Page III-14.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding school facilities.

Objective: 22.0 (Page III-28)

Policies: 22.1, 22.2 (Page III-29)

**15. Aesthetic and Cultural Resources:
Recreational Facilities**

a. Existing Setting

Existing park facilities are discussed in the Recreational Facilities section of the Aesthetic and Cultural Element on Page III-18.

b. Project Impacts

Impacts of expected future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Recreational Facilities section of the Aesthetic and Cultural Element on Page III-19.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding recreational facilities.

Objective: 23.0 (Page III-29)

Policies: 23.1, 23.2, 23.3, 23.4, 23.5, 23.6, 23.7,
23.8 (Pages III-29 and III-30)

**16. Aesthetic and Cultural Resources:
Library Facilities**

a. Existing Setting

Existing library facilities are discussed in the Library Facilities section of the Cultural Resources Element on Page III-24.

b. Project Impacts

Impacts of future development are discussed under "Issues and Opportunities" in the Library Facilities section of the Aesthetic and Cultural Element on Page III-24.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding library facilities.

Objectives: 24.0 (Page III-30)

Policies: 24.1 (Page III-31)

17. Community Development Population Characteristics

a. Existing Setting

1. Growth Trends. Existing population growth trends within the study area are discussed in the Population Characteristics section of the Community Development Element on Page IV-3.

2. **Age of Population.** The existing age distribution of persons living within the study area is discussed in the Population Characteristics section of the Community Development Element on Page IV-6.

3. **Ethnicity.** The ethnic distribution of persons living within the study area is discussed in the Population Characteristics section of the Community Development Element on Page IV-11.

b. Project Impacts

Impacts of anticipated future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Population Characteristics section of the Community Development Element on Page IV-6.

c. Mitigation Measures

Mitigation measures regarding population are found in the Housing and Household Characteristics section.

18. Community Development: Housing and Household Characteristics

a. Existing Setting

1. Housing

1.1. Residential Market Characteristics. Existing market characteristics for residential units within the study area are discussed in the Housing and Household Characteristics section of the Community Development Element on Page IV-13.

1.2. Dwelling Unit Types. A discussion of existing dwelling unit types within the study area is found in the Housing and Household Characteristics section of the Community Development Element on Page IV-13.

1.3. Housing Conditions. The condition of existing housing units within the study area is discussed in the Housing and Household Characteristics section of the Community Development Element on Page IV-14.

1.4. Housing Occupancy. Existing housing occupancy within the study area, including vacancy rates, owner/renter status, overcrowding, persons per household/heads of household, housing price, income and housing overpayment, and emergency shelter are discussed in the Housing and Household Characteristics section of the Community Development Element on Page IV-16.

1.5 Housing Price. Existing price structures for housing within the study area, including typical rental rates, are discussed in the Housing and Household Characteristics section of the Community Development Element on Page IV-22.

1.6 Income and Housing Overpayment. The relationship of housing costs to income levels within the study area is discussed in the Housing and Household Characteristics section of the Community Development Element on Page IV-23.

1.7 Emergency Shelter. Existing emergency shelter for persons within the study area is discussed in the Housing and Household Characteristics section of the Community Development Element on Page IV-24.

b. Project Impacts

1. Housing Projections. Impacts of future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Housing and Household Characteristics section of the Community Development Element on Page IV-27.

2. Need for Replacement Housing. Impacts of future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Housing and Household Characteristics section of the Community Development Element on Page IV-28.

3. Implications of Housing Price. Impacts of future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Housing and Household Characteristics section of the Community Development Element on Page IV-28.

4. Future Housing Needs by Income Group. Impacts of future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Housing and Household Characteristics section of the Community Development Element on Page IV-30.

5. Summary of Housing Needs. Impacts of future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Housing and Household Characteristics section of the Community Development Element on Page IV-31.

6. Opportunities for and Constraints On Housing. Impacts of future development consistent with the General Plan are discussed under "Issues and Opportunities" in the Housing and Household Characteristics section of the Community Development Element on Page IV-34.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding housing and household characteristics.

1. Housing Production

Objectives: 25.0 (Page IV-106), 26.0 (Page IV-108), 27.0 (Page IV-112), 32.0 (Page IV-116)

Policies: 25.1, 25.2, 25.3, 25.4, 25.5, 25.6, 25.7, 25.8, 25.9, 26.1, 26.2, 26.3, 26.4, 26.5, 26.6, 26.7, 26.8, 26.9, 27.1, 27.2, 27.3, 27.4, 27.5, 27.6, 27.7, 27.8 (Pages IV-106 to IV-113); 32.1, 32.2 (Page IV-116)

2. Affordable Housing

Objectives: 28.0, 29.0, 31.0 (Pages IV-113 to IV-115)

Policies: 28.1, 28.2, 28.3, 28.4, 28.5, 28.6, 29.1
31.1 (Pages IV-113 to IV-115)

3. Housing Rehabilitation

Objectives: 30.0 (Page IV-115)

Policies: 30.1, 30.2, 30.3, 30.4, 30.5 (Page IV-115)

19. Community Development: Economic Development

a. Existing Setting

1. **Economic Base.** Existing economic base conditions in the study area are discussed in the Economic Development section of the Community Development Element on Page IV-44.

2. **Labor Force Characteristics.** Existing labor force characteristics are discussed in the Economic Development section of the Community Development Element on Page IV-45.

b. Project Impacts

1. **Development Potential.** Impacts of anticipated future development consistent with the General Plan on industrial, commercial, and residential development are discussed under "Issues and Opportunities" in the Economic Development section of the Community Development Element on Page IV-49.

2. **Community Economic Growth Strategies.** Impacts of anticipated future development consistent with the General Plan on industrial, commercial, and residential economic growth are discussed under "Issues and Opportunities" in the Economic Development section of the Community Development Element on Page IV-51.

c. Mitigation Measures.

Mitigation measures regarding economic development are found in the Housing and Land Use sections of the Community Development Resources Element.

20. Community Development: Land Use

a. Existing Setting

1. **Land Use Patterns.** Existing land use patterns, including the history of the Pass area and its effect upon the present-day development of the City, are discussed in the Land Use section of the Community Development Element on Page IV-60.

2. **Redevelopment Areas.** The City of Banning's seven existing Redevelopment Areas are discussed in the Land Use section of the Community Development Element on Page IV-61.

b. Project Impacts

1. **Land Use Projections.** The impacts of growth consistent with the General Plan on future land use patterns are discussed under "Issues and Opportunities" in the Land Use section of the Community Development Element on Page IV-65.

2. **Redevelopment Areas.** The impact of growth consistent with the General Plan on the City's redevelopment areas is discussed under "Issues and Opportunities" in the Land Use section of the Community Development Element on Page IV-66.

3. **Land Use Compatibility.** The impact of growth consistent with the General Plan is discussed under "Issues and Opportunities" in the Land Use section of the Community Development Element on Page IV-67.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding land use.

Objective: 25.0 (Page IV-106); 27.0 (Page IV-112); 33.0 (page IV-116); 34.0 (page IV-119); 35.0; (Page IV-121); 36.0, 37.0, 38.0 (Pages IV-123 and IV-124)

Policies: 25.1, 25.2, 25.3, 25.4, 25.5, 25.6, 25.7, 25.8, 25.9 (Page IV-106 and IV-107); 27.1, 27.2, 27.3, 27.4, 27.5, 27.6, 27.7, 27.8 (Page IV-112 and IV-113); 33.1, 33.2, 33.3, 33.4, 33.5, 33.6, 33.7, 33.8, 34.1, 34.2, 34.4, 34.5, 34.6, 34.7, 34.8, 34.9, 35.0, 35.1, 35.2, 35.3, 35.4, 35.5, 35.6, 36.1, 36.2, 36.3, 36.4, 37.1, 38.1, 38.2 (Pages IV-116 to IV-126)

21. Community Development: Water Systems

a. Existing Setting

Existing water service within the study area is discussed in the Water Systems section of the Community Development Element on Page IV-69.

b. Project Impacts

Impacts of anticipated growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Water section of the Community Development Element on Page IV-71.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding water systems.

Objective: 39.0 (Page IV-126)

Policies: 39.1, 39.2, 39.3, 39.4, 39.5, 39.6 (Page IV-126)

22. Community Development: Wastewater Systems

a. Existing Setting

Existing sewer service is discussed in the Wastewater Systems sections of the Community Development Element on Page IV-75.

b. Project Impacts

Impacts of future growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Wastewater section of the Community Development Element on Page IV-79.

c. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding wastewater systems.

Objectives: 40.0 (Page IV-127)

Policies: 40.1, 40.2, 40.3 (Page IV-127 and IV-128)

23. Community Development: Transportation

a. Existing Setting

1. **Interstate and State Highways.** Existing regional transportation routes, including interstate and regional highways, are discussed in the Transportation section of the Community Development Element on Page IV-82.

2. **Local Surface Routes.** Existing local transportation routes are discussed in the Transportation section of the Community Development Element on Page IV-82.

3. **Public Transit.** Existing public transit services are discussed in the Transportation section of the Community Development Element on Page IV-83.

4. **Railroad.** Existing railroad routes and traffic are discussed in the Transportation section of the Community Development Element on Page IV-83.

5. **Banning Municipal Airport.** The City-owned Banning Municipal Airport is described in the Transportation section of the Community Development Element on Page IV-84.

b. Project Impacts

1. **Traffic Generation, Roadway Capacity, and Levels of Service.** Overall transportation-related impacts of future growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Transportation section of the Community Development Element on Page IV-84.

2. **Interstate and State Highways.** Impacts of growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Transportation section of the Community Development Element on Page IV-87.

3. **Local Surface Routes.** Impacts of anticipated future growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Transportation section of the Community Development Element on Page IV-88.

4. **Public Transit.** Impacts of anticipated growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Transportation section of the Community Development Element on Page IV-91.

5. **Railroads.** Impacts of future growth are discussed under "Issues and Opportunities" in the Transportation section of the Community Development Element on Page IV-91.

6. **Banning Municipal Airport.** Impacts of anticipated growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Transportation section of the Community Development Element on Page IV-91.

7. **Bicycle Routes.** Impacts of anticipated growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Transportation section of the Community Development Element on Page IV-92.

3. **Mitigation Measures**

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding transportation.

Objectives: 41.0, 42.0 (Page IV-128 and IV-129)

Policies: 41.1, 41.2, 41.3, 41.4, 41.5, 41.6, 42.1, 42.2, 42.3, 42.4, 42.5, 42.6, 42.7, 42.8, 42.9 42.10 (Pages IV-128 to IV-130)

24. Community Development: Solid Waste Systems

a. Existing Setting

Existing solid waste service within the study area is discussed in the Solid Waste Systems section of the Community Development Element on Page IV-94.

2. Project Impacts

Impacts of future growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Solid Waste Systems section of the Community Development Element on Page IV-94.

3. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding the following issues:

Objectives: 43.0 (Page IV-130)

Policies: 43.1 (Page IV-131)

25. Community Development: Energy Facilities and Usage

a. Existing Setting

1. **Electricity.** Existing electrical service within the study area is discussed in the Energy Facilities and Usage section of the Community Development Element on Page IV-96.

2. **Natural Gas.** A discussion of existing natural gas service within the study area is located in the Energy Facilities and Usage section of the Community Development Element on Page IV-97.

3. **Wind Energy.** Existing wind energy facilities in the vicinity of the study area are discussed in the Energy Facilities and Usage section of the Community Development Element on Page IV-98.

b. Project Impacts

1. **Energy Transmission Corridors.** Impacts of growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Energy Facilities and Usage section of the Community Development Element on Page IV-98.

2. **Future Energy Use and Local Energy Facilities.** Impacts of the proposed project on Electricity, Natural Gas, and Wind Energy resources is discussed under "Issues and Opportunities" in the Energy Facilities and Usage section of the Community Development Element on Page IV-98.

3. **Energy Conservation.** Impacts of anticipated growth consistent with the General Plan are discussed under "Issues and Opportunities" in the Energy Facilities and Usage section of the Community Development Element on Page IV-100.

3. Mitigation Measures

This section identifies the location of mitigation measures in the Existing Setting/Issues and Opportunities portion of the General Plan regarding energy facilities and usage.

Objectives: 44.0 (Page IV-131)

Policies: 44.1, 44.2, 44.3, 44.4, 44.5, 44.6, 44.7,
44.8 (Pages IV-131 and 132)

C. GROWTH-INDUCING IMPACTS

By its very nature, the comprehensive update to the City of Banning General Plan is growth-inducing; it is by definition a plan for growth. Thus, in preparing this comprehensive update the City of Banning recognizes that growth will occur in the City; it is the purpose of this General Plan to encourage growth to occur in the fashion deemed desirable by the City, and to establish measures to mitigate the effects of this growth.

Implementation of the comprehensive update to the General Plan will encourage the construction of residential, commercial, and industrial projects within the City, resulting in significant population and employment increases. Initial population increases will themselves attract further expansion of residential and commercial areas, as new developments are constructed to take advantage of the increased commercial opportunities presented by an expanding city. Increases in the available at-hand labor pool will encourage the growth of industrial and other job-producing development, as well as housing for new employees.

Improvements to infrastructure and public services proposed in the General Plan will encourage growth by eliminating existing or potential constraints on development. Potential growth-inducing improvements to infrastructure include the extension of water, sewer, electrical, and natural gas service to new areas or the expansion of capacity in existing service lines, the removal of lands from existing floodplains, and the expansion of roadway capacity, allowing further development. Expansion of public services will also remove existing or potential constraints on development, encouraging growth to occur which might not otherwise be possible.

D. SIGNIFICANT UNAVOIDABLE ENVIRONMENTAL EFFECTS

Implementation of the comprehensive update to the City of Banning General Plan will result in significant unavoidable environmental effects; it is the purpose of the General Plan to identify these effects.

Many of these effects can be mitigated; however, implementation of the General Plan will result in some environmental effects which cannot be avoided. The General Plan recognizes that these effects will occur, and chooses to accept them as a cost of growth. In general, these consist of:

- An increase in traffic congestion within the study area. This will occur primarily within the downtown district, and is due to the limited right-of-way available for expansion of Ramsey Street. Because expansion of Ramsey Street is limited, congestion will result as traffic volumes increase. (For further discussion, see Transportation section of the Community Development Element, Page IV-82).
- An expanded commitment of available land resources to development at increased densities. This includes redesignation of land for increased residential densities, and the designation of existing residential areas for commercial and industrial development. (For further discussion, see Land Use section of the Community Development Element, Page IV-60).
- An increase in the amount of water consumed within the City, and an attendant increase in the amount of wastewater produced. (For further discussion, see Water Systems and Wastewater Systems sections of the Community Development Element, Pages IV-69 and IV-75).
- An incremental decrease in local and downwind air quality, due to increased emissions of mobile and point-source pollutants. (For further discussion, see Air Resources section of the Environmental Resources Element, Page I-28).
- An increase in the amount of stormwater runoff produced within the City. (For further discussion, see Water Resources section of the Environmental Resources Element, Page I-36, and Flood Hazards section of the Public Health and Safety Element, Page II-12).

- The consumption and use nonrenewable of natural resources, including sand and gravel and fossil fuels. (For further discussion, see Mineral Resources section of the Environmental Resources Element, and Energy Resources section of the Community Development Resources Element).

E. RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

Development within the City of Banning consistent with the comprehensive update to the General Plan will result in the establishment of uses based on short-term considerations which will affect the long-term options available to future generations.

In general, this will result from the commitment of land containing potential aggregate resources to other uses which preclude extraction of these resources, and the short-term use of fossil fuels. These effects are detailed below:

1. Mineral Resources.

Availability of aggregate resources -- primarily sand and gravel -- has been identified as a major issue affecting the long-term development of areas throughout the state. Aggregate resources are vital to the construction of buildings and infrastructure which require the use of concrete, asphalt, sand, riprap, or similar products. As development increases, the need for such resources will also increase.

However, increasing development has also increased the pressure to devote potential aggregate resources to other uses. Potential mining locations are increasingly being devoted to urban uses, removing them from the available stockpile of resources. In addition, existing sites are being exhausted, reducing the available supply of aggregates.

Development consistent with the General Plan will involve the commitment of some identified aggregate resource areas for urban uses -- primarily industrial uses near the Banning Municipal Airport. Developments of these lands for uses other than aggregate extraction will occur so long as the economic returns from other uses are higher than would be received from mining operations. Commitment of these lands to urban uses may contribute to a potential long-term statewide and regional shortages of aggregate resources. (For further discussion, see Land Resources section of the Environmental Resources Element, Page I-2, and Land Use section of the Community Development Element, Page IV-60).

2. Fossil Fuels.

The potential for long-term shortages of fossil fuels -- petroleum products, natural gas, and coal -- is a well-documented issue. As supplies of these resources are consumed, the amount available to future generations is reduced, directly affecting the energy-related options available to future generations. As with the aggregate resources discussed above, use of fossil fuels is based on short-term economic considerations; other sources of energy are relatively more expensive and thus encourage use of non-renewable fuels.

Within the City, increased use of fossil fuels will result from construction activities -- including use of construction vehicles and local congestion due to construction activity within public roadways -- and from identified increases in traffic congestion. In addition, expansion of the city area will also entail increases in trip distances, resulting in increased consumption of fossil fuels. Development of expanded residential and industrial areas will also increase consumption of fossil fuels for heating and electricity.

<<< >>>

In addition, development of Banning consistent with the General Plan will increase the available housing supply, encouraging an incremental increase in statewide population, which will require increased food supplies despite identified long-term decreases in the amount and quality of agricultural land available in the region and the state. Within the City, this shortage of agricultural lands will not be significantly affected, although the encouragement of property owners to parcelize large landholdings into rural homesites due to the higher short-term economic returns available from residential development may discourage use of lands on the Banning Bench for commercial agriculture.

F. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

The comprehensive update to the City of Banning General Plan is intended to guide the city's future development. To accomplish this goal, the General Plan encourages the establishment of development trends which may result in significant irreversible changes in the environment.

In general, these trends result from the establishment of land use designations which encourage specific types of land uses. As development within various areas consistent with the General Plan occurs, the possibility for revising land use designations is decreased, although increases in development intensity may be possible.

Thus, implementation of the General Plan will encourage the permanent establishment of land use designations for various areas which the City will not be able to change, limiting the future ability of the City to change the course of its development.

In addition, since increases in development (for instance, from rural residential to single-family residential) are easier to accomplish than decreases (which may involve removal of existing structures in built-out areas), future updates to the General Plan will be limited in their ability to provide expanded areas of lower land-use intensity, and may consist primarily of increases in land-use intensity. Thus, a transition from rural to urban uses will be encouraged through the implementation of the General Plan.

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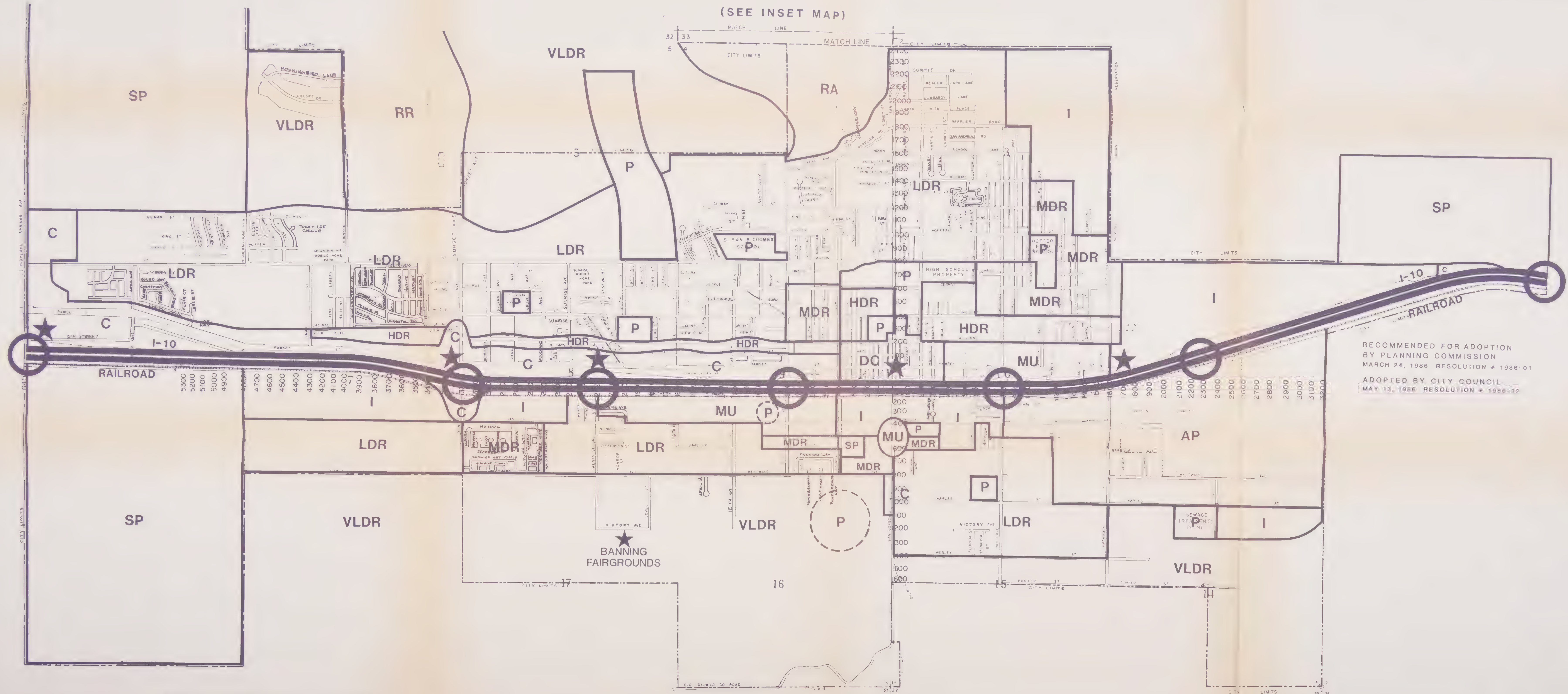
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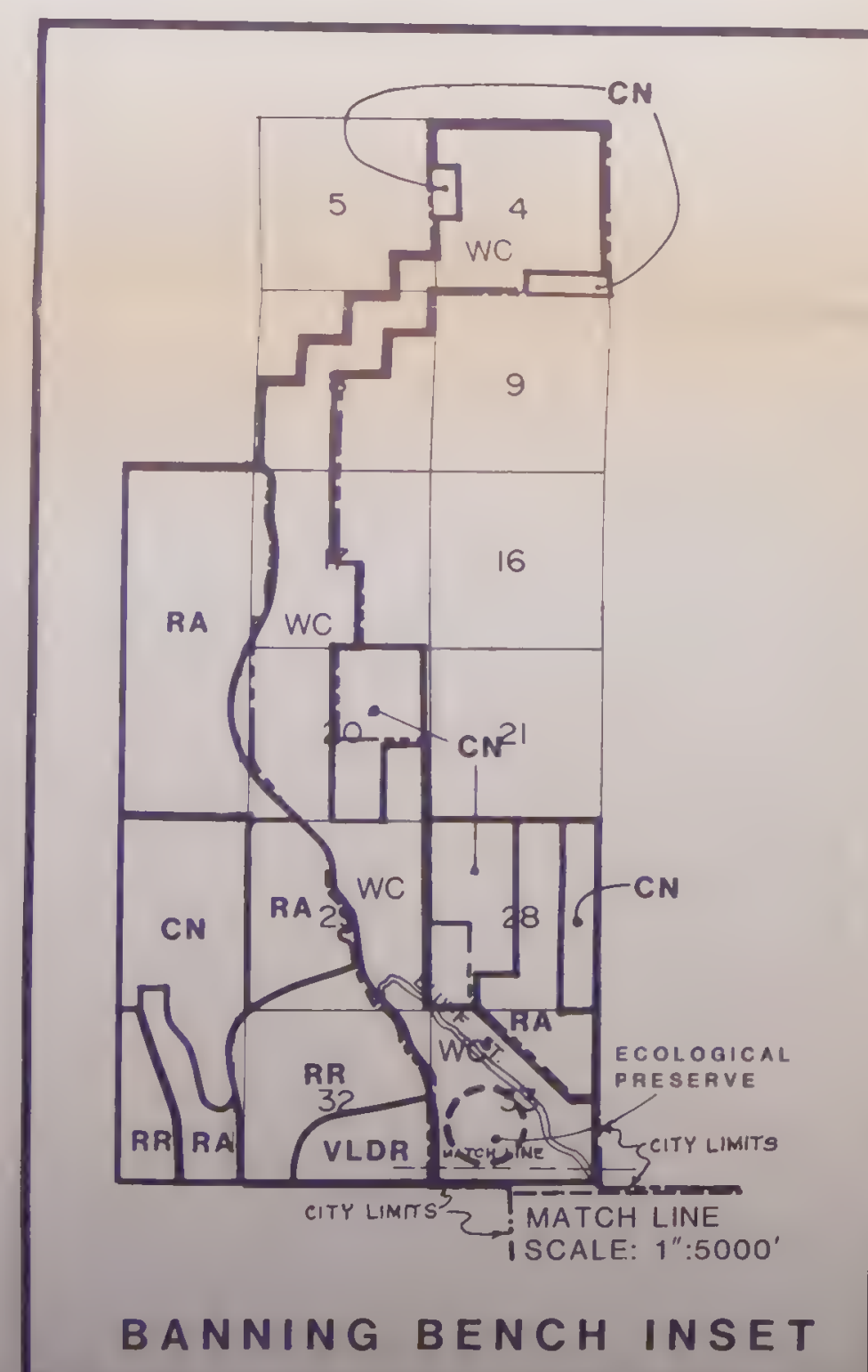
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MAY 13, 1986 RESOLUTION # 1986-32



LEGEND

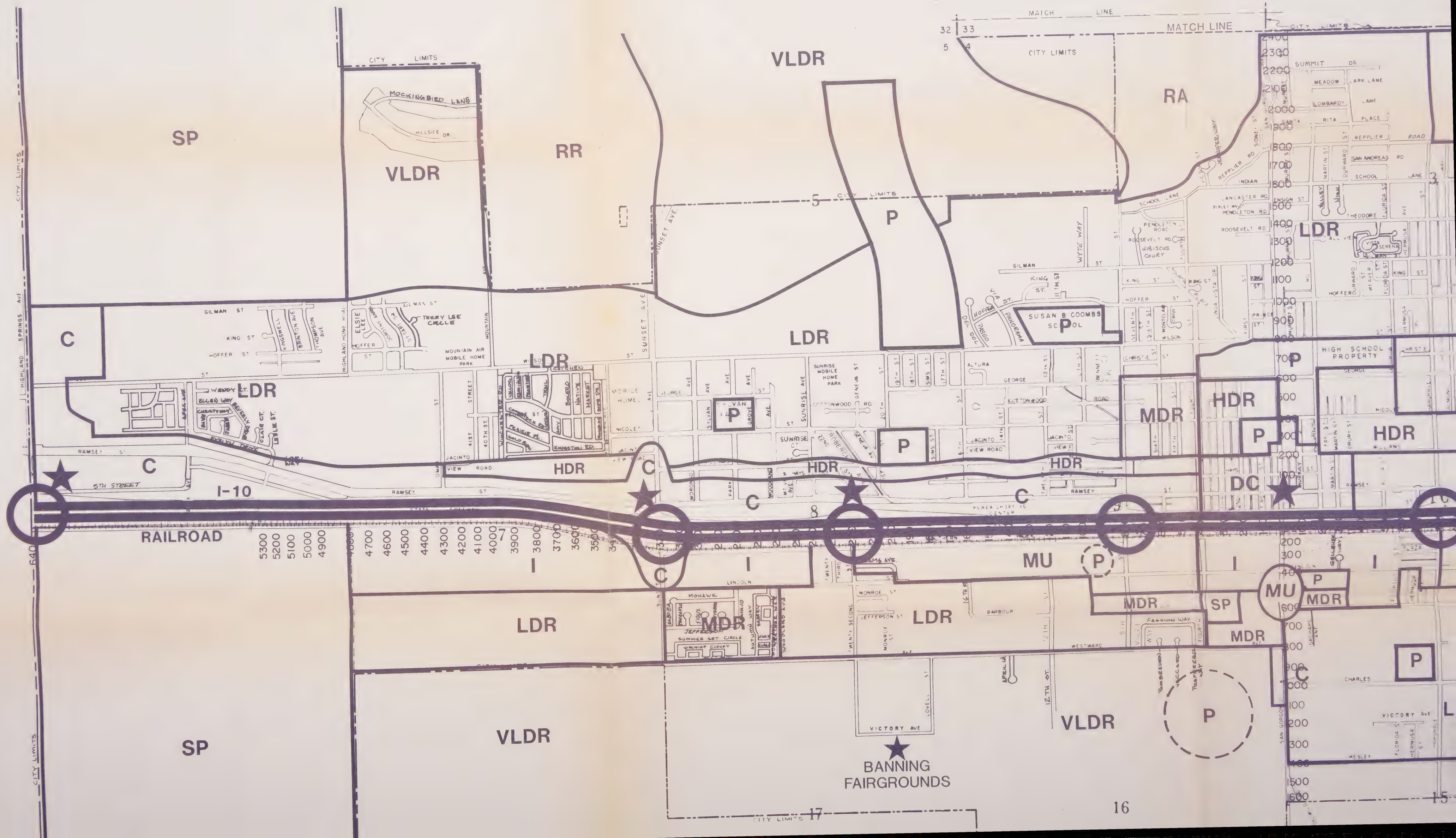
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P	PUBLIC/QUASI-PUBLIC	SP	SPECIFIC PLAN
CN	CONSERVATION (0-.05 DU/AC)	DC	DOWNTOWN COMMERCIAL
RA	RURAL/AGRICULTURAL (0-.5 DU/AC)	C	COMMERCIAL
RR	RURAL RESIDENTIAL (0-1 DU/AC)	AP	AIRPORT & RELATED INDUSTRIAL
VLDR	VERY LOW DENSITY RESIDENTIAL (0-2 DU/AC)	I	INDUSTRIAL
LDR	LOW DENSITY RESIDENTIAL (2-5 DU/AC)	MU	MIXED USE
MDR	MEDIUM DENSITY RESIDENTIAL (5-12 DU/AC)	★	VISITOR CENTERS

DASHED BOUNDARY INDICATES LOCATION NOT CERTAIN

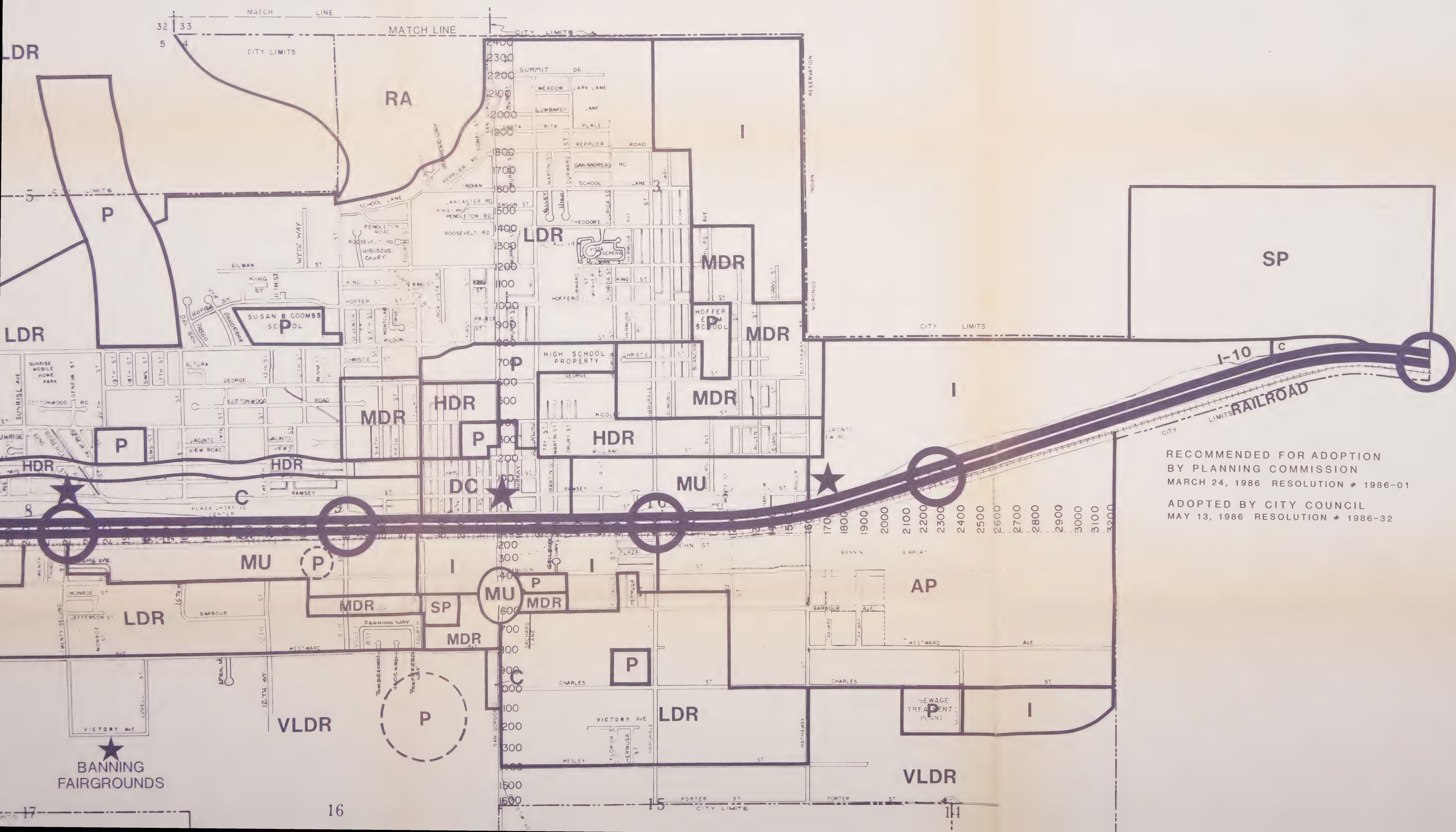


CITY OF BANNING GENERAL PLAN LAND USE MAP

(SEE INSET MAP)

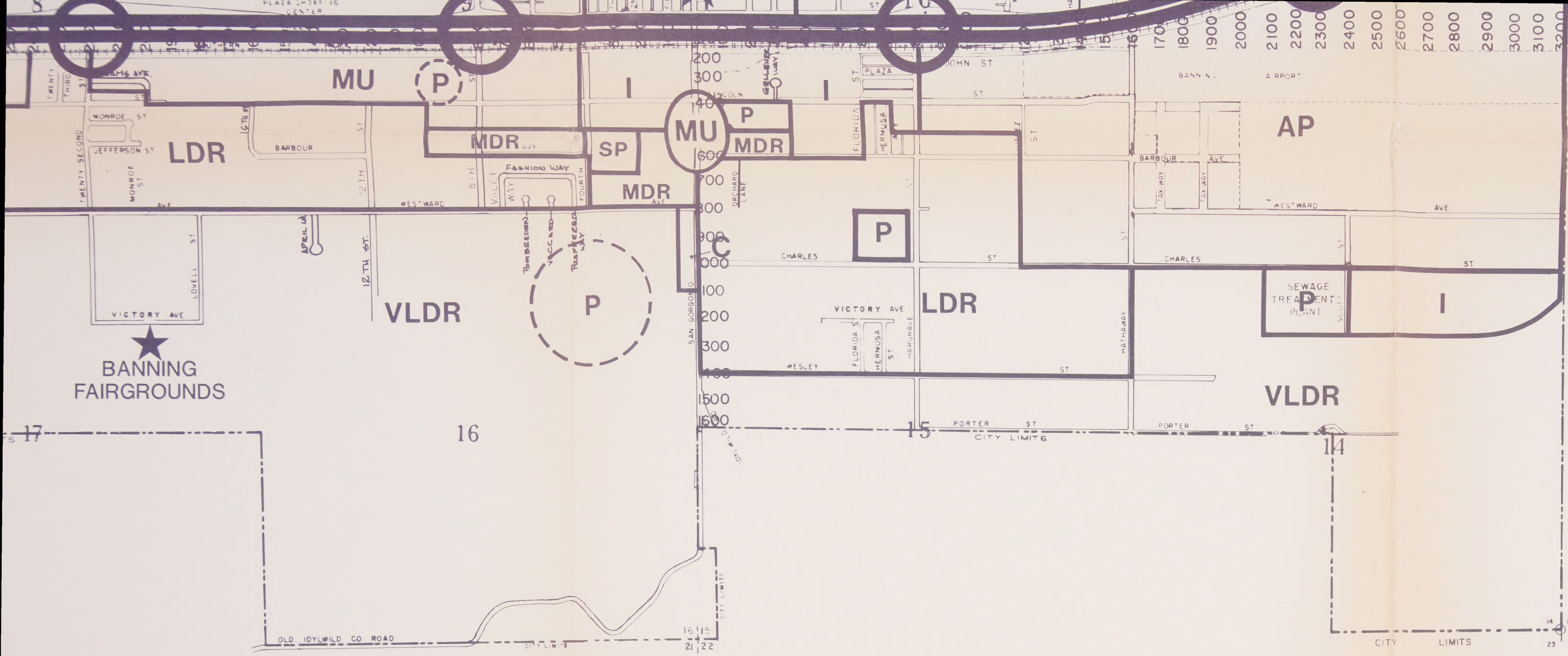


(SEE INSET MAP)



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LEGEND

WATER CONSERVATION
PUBLIC/QUASI-PUBLIC
CONSERVATION (0-.05 DU/AC)
RURAL/AGRICULTURAL (0-.5 DU/AC)
RURAL RESIDENTIAL (0-1 DU/AC)
VERY LOW DENSITY RESIDENTIAL (0-2 DU/AC)
LOW DENSITY RESIDENTIAL (2-5 DU/AC)
MEDIUM DENSITY RESIDENTIAL (5-12 DU/AC)

- HDR** HIGH DENSITY RESIDENTIAL (12-24 DU/AC)
- SP** SPECIFIC PLAN
- DC** DOWNTOWN COMMERCIAL
- C** COMMERCIAL
- AP** AIRPORT & RELATED INDUSTRIAL
- I** INDUSTRIAL
- MU** MIXED USE
- ★ VISITOR CENTERS

DASHED BOUNDARY INDICATES LOCATION NOT CERTAIN



CITY OF BANNING GENERAL PLAN LAND USE MAP



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